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FEBRUARY JOURNAL OF SOCIAL WORK 1938

"This Business of Relief"

GERTRUDE SPRINGER

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So They Say

• Wisdom teeth seem to make nothing but trouble for the Roosevelts, so we have them out.—MRS. FRANKLIN D. ROOSEVELT.

• There is absolutely no reason why, because you understand something it should therefore be true.—LEONARD WOOLF *in The Listener.*

• The cost of social security is high but the cost of social insecurity is higher.—CHARLES MILLER *in Youngstown Ohio Vindicator.*

• The modern progressive movement is a crystallization of materialism, sensism, pragmatism and Freudianism.—THE REV. WALTER G. SUMMERS, *Fordham University, New York.*

• To set out to give the public what it wants, as the saying is, is a dangerous and fallacious policy.—SIR JOHN C. W. REITH, *director general, British Broadcasting Corporation.*

• Much is being said and written about saving the democracies. The best and wisest way to save our democracy is to use it.—DOROTHY DETZER, *Woman's International League for Peace and Freedom.*

• By associating only with like-minded people one has a sense of intellectual activity without encountering those conflicts of ideas which might bring on an attack of reflection.—GEORGE E. VINCENT, PH.D., *to the Alumni Council, Amherst College.*

• We have a right to demand of our leaders in government, business and labor, fair evidence that they are functioning like good mechanics, not chewing the rag on our time. But let us resolve not to look for miracles.—ALVIN JOHNSON, *New School for Social Research.*

• Idealism is commitment to the fulfilling of possibilities.—ARTHUR E. MORGAN *in Antioch Notes.*

• We live at the confluence of two things, rivalry and brotherhood.—ROBERT FROST, *at the New School for Social Research.*

• Discriminating reading by its citizens is one of democracy's best guarantees of fulfillment.—PAUL HUTCHINSON *in How to Read a Newspaper.*

• Medicine today is probably the most liberal of all of the professions of society.—CHARLES GORDON HEYD, *past-president, American Medical Association.*

• A solution of any economic problem which fails to solve the social situation of which it is a part, is not a solution at all.—DAVID FALES, JR., *president, New Jersey Conference of Social Work.*

• I cannot reconcile myself to a primary education which equips a child with the Eskimo technique of making a snow house but does not teach him how to spell.—PROF. EARNEST A. HOOTON, *Harvard University.*

• A charity ball is an insult to the poor for whose sake men and women claim they dance, dine and wine. A means adopted to help the poor characteristic of a generation of enterprisers who believed themselves philanthropists whenever they tossed a bone to the victims of an economic system to which they owed their opulence.—*Warder's Review, Central Blatt and Social Justice.*

• Practically every new worker looks eagerly for formulae.—MARY V. BOOK, *Brooklyn Bureau of Charities.*

• Sometimes pooling ignorance is mistaken for planning.—PAUL L. BENJAMIN, *Council of Social Agencies, Buffalo, N. Y.*

• Industry needs each man and woman who works for it, not only as a worker but as a consumer.—ARTHUR J. ALTMEYER, *chairman, Social Security Board.*

• There are crimes of violence in every country, but our criminal record is the best advertised.—CARL W. ACKERMAN, *dean, Columbia University School of Journalism.*

• Forgive us our indolence and faithlessness in not teaching nations a better way than strife. Purge our own hearts of racial and national antagonisms.—*A Prayer for 1938, Federal Council of Churches.*

• What is the good of reading unless you know what books to read? Bibliographies ought to lie about in every educated household.—H. G. WELLS, *speaking on the Empire Broadcasting Service.*

• For all our pacifism, our unwillingness to make any international commitments and our supposed geographic security, the United States is spending a billion dollars a year upon its armaments.—RAYMOND LESLIE BUELL *in The Nation.*

• If the scientists can band themselves together internationally to prevent governments using the latest advances of knowledge for bad ends and will cease to be their agents in so doing, it would be a magnificent thing.—SIR JOSIAH STAMP, *British industrialist, in The Rotarian.*

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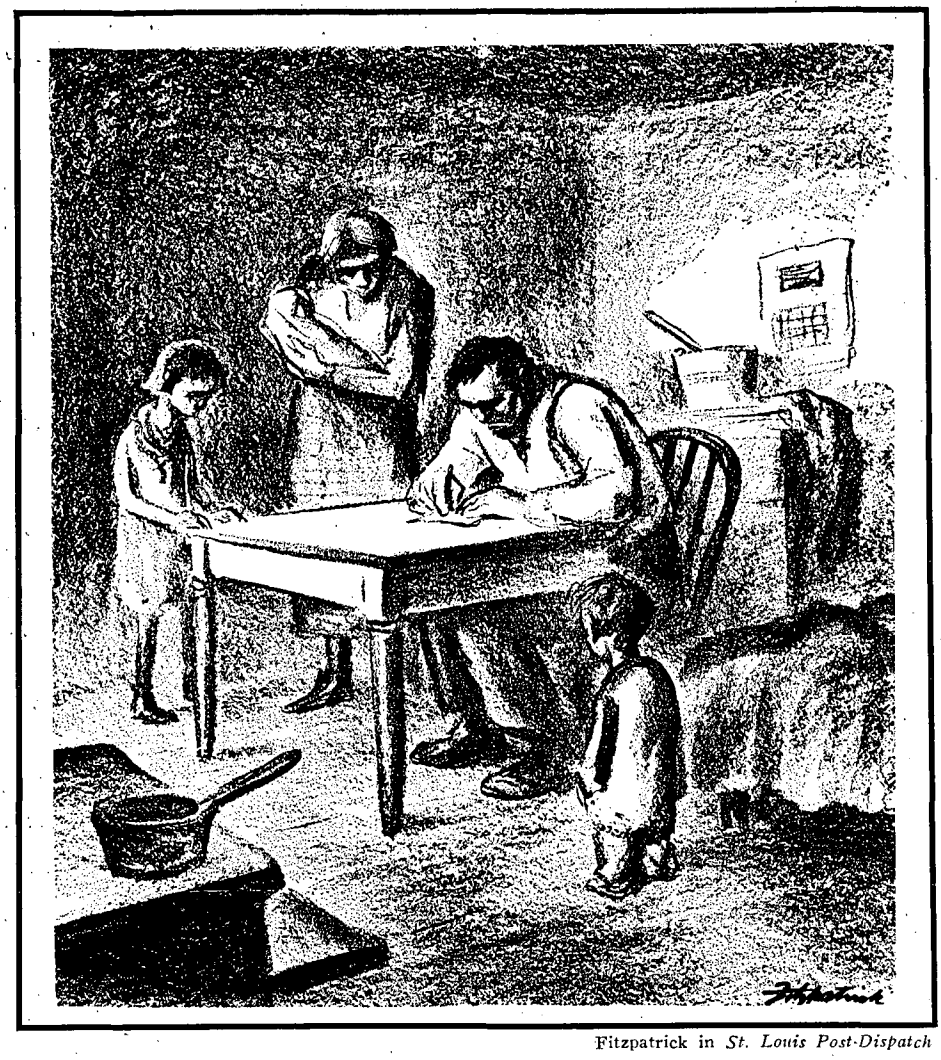

"Dear Mr. President — "

Fitzpatrick in *St. Louis Post-Dispatch*

Carmack in *Christian Science Monitor*

The Question Before the House — and Senate

Fitzpatrick in *St. Louis Post-Dispatch*

Faith Hasn't Even Budged This Mountain

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SURVEY MIDMONTHLY

FEBRUARY 1938 VOL. LXXIV NO. 2

"This Business of Relief"

By GERTRUDE SPRINGER

SHARPEST business recession in American history. . . . December employment drops by 300,000; weekly payrolls by $15,800,000. . . . Unemployment census invalidated by events. . . . Applications for relief skyrocket. . . . WPA expands to its budgetary limit. . . . Local relief funds petering out under pressure. . . . Business men and welfare officials converge on Washington. . . . Hope. . . . Confusion. . . . Anxiety. . . . Fear. . . . "More federal relief imperative." . . . But how?

Thus the mid-winter story unfolds; the curve of recovery broken, the orderly development of a broad public welfare program disrupted by rising need which cannot be denied or postponed. Human want is again an immediate and critical public problem.

The economic doctors disagree or are frankly at sea over the causes of the business recession. Disturbed foreign trade? Adverse government policies? Fear of "labor troubles"? Decreased government spending? Hindsight analysis of causes was clearer than foresight. Said William S. Knudsen, president of General Motors Corporation, "I don't think anybody in God's world could have told me that the outlook was going to drop 50 percent in two or three weeks."

Anyway, what with over-extended inventories and contracted buying, production was cut, hours reduced and men laid off. "Put 30,000 men back to work?" exclaimed Mr. Knudsen, "What would we give them to do? If we can't sell cars we can't make them."

So the thousands, tens of thousands, hundreds of thousands, all through industry were laid off. And because their work these past several years has been so broken, they have no back-log of reserves against unemployment, no recourse but public assistance—relief. And relief, bogged down in the sequellae of the "depression" has neither capacity nor funds to deal with the human results of the "recession."

Meantime the popular clamor for a census of unemployment—"Let's know exactly what we have to deal with,"—had an answer. The voluntary census through the post office department, checked against a house-to-house sample, showed in mid-November a minimum of 7,882,912 and a maximum of 10,870,000 totally unemployed and 3,299,211 "partially employed." The sharp slump in employment in December made the census figures, by the time they were compiled in early January, little more than an outdated estimate. Said John D. Biggers, administrator of the census, "It has proved the impracticability of obtaining a precise mathematical measure of unemployment."

Early in January, with business slipping, employment plummeting and relief demands skyrocketing, the Senate Unemployment and Relief Committee, Senator James F. Byrnes of South Carolina chairman, began its public hearings. When this committee was authorized last June [see *Survey Midmonthly*, July 1937, page 224] many people saw it as more or less a political instrumentality for discrediting the going federal relief program; a means of forestalling the proposal, urged by many social workers, for a broad, long range study of unemployment and an appraisal of relief methods by a non-political commission. The Byrnes committee attached to itself as expert advisers Alan Johnstone, attorney, and Pierce Williams, economist, both identified for varying periods with the WPA and, prior to its liquidation, with the FERA.

BY the time the committee opened its public hearings the scene had so changed that its program became more a general forum on the business recession and the rise of unemployment, than a fishing expedition into the administration of relief. The committee gave the impression of seeking light and understanding; its questioning of witnesses was generally free of political motivation. The business men who testified were serious and for the most part candid. They were puzzled by the untoward course of events, hopeful that the recession had run its course, optimistic, on the whole, for the future. Few of them had immediate proposals more concrete than "Let the government restore confidence."

The series of hearings which ended in late January were more concerned with the causes of unemployment than with its results. Such ear as the committee gave to the problems of relief was more to proposals for long term federal-state collaboration in program than to the immediate situation of unemployed people and the need of a deficiency appropriation for WPA. At this writing the committee is in recess, in process of digesting information accumulated at the hearings and submitted in departmental reports and memoranda. It is probable that a second series of hearings will be held this month or next on the subject of federal-state relationships in the financing and administration of relief.

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There can be no question of the fact that, as Aubrey Williams, acting WPA director, says: "The relief loads everywhere, locally, are increasing precipitately." Early in December pressure on WPA showed itself greatly in excess of seasonal expectations. The peak of pressure is expected in late February. Between December 1 and January 20 upwards of 300,000 workers were added to WPA rolls, bringing the total to about 1,800,000. This is close to the maximum number which WPA can handle at this time and hold to the budget limitation imposed by the Emergency Appropriations Act of 1937. Under that limitation any further stretching of its current rolls would mean drastic curtailments and lay-offs in the spring. To maintain the current program until the end of the fiscal year, June 30, allowing for normal seasonal shrinkage, would require, it is said, a deficiency appropriation of more than $200 million. Pressure for a deficiency appropriation is increasing but as yet no authoritative request for it has been put to Congress by the administration.

BEYOND June 30 the future of WPA is clouded. In his budget message to Congress President Roosevelt proposed reduction of this year's $1,322,200,000 estimated total of its spending to an even $1 billion, but added, "The economic situation may not improve—and if it does not, I expect the approval of Congress and the public for additional appropriations if they become necessary to save thousands of American families from dire need."

There has been no indication in the President's public utterances of any change in policy which would have the effect of "substituting a dole in place of useful work." In his firm backing of work as "the American way" of relief the President seems to be supported by public opinion. In a poll made early in January the American Institute of Public Opinion, by a sampling method for which it claims demonstrated accuracy, put the question, "Do you think relief should be given as work relief or as direct cash relief?" Ninety percent of the voters interviewed answered, "Work relief." Voters on relief voted four to one for work relief; voters in the middle and upper economic brackets, nine to one.

In the face of the hard realities of mid-winter, discussion of the virtues of work versus direct relief become somewhat academic. WPA never has provided jobs for all the employables on relief. Its present limited funds and the rising pressure of acute need removes its objective farther away than it ever has been. Whether we Americans like the dole or not there is no escaping the fact that we have it and that as things stand it is the only alternative to acute suffering on the part of great masses of people.

Statistics on the rising need of relief are abundant, but at this time, even more than usual, they are inadequate to portray the critical human situations that lie behind them. Statistics show the effect of the recession on the relief load. They do not show the effect on family after family, just finding a footing after depression unemployment, now cast out again to the miseries of uncertain and inadequate relief. Statistics we must have, but let no one forget that behind them are desperate, frustrated men, women and children.

The division of public assistance of the Social Security Board's bureau of research and statistics reports that from November to January 7 and 8 the number of cases receiving general relief in fifty-eight cities of 100,000 or more population increased 17 percent. Its tabulation includes all relief by state and local public agencies except the three forms of assistance—to the aged, the blind and dependent children—in which the Social Security Board participates. It also excludes WPA and all aid given by the Farm Security Administration. The "general relief" of these figures is, in effect, the dole. Only twelve of the fifty-eight cities reported a rise of less than 10 percent in relief cases; twenty-four showed an increase of 20 percent or more; seven, all in the midwestern steel, rubber and automobile belt, an increase as high as 75 percent.

A cross-country sampling of cities and their reported increases in relief rolls gives an idea of the geographical variation in the spread of trouble: Portland, Ore., 35 percent; San Francisco, 14 percent; Salt Lake City, 19 percent; Kansas City, Mo., 13 percent; Fort Worth, 35 percent; Chicago, 9 percent; Detroit, 65 percent; St. Paul, 17 percent; Indianapolis (county), 22 percent; Gary (county), 71 percent; Cincinnati, 28 percent; Toledo, 70 percent; Philadelphia, 4 percent; Baltimore, 17 percent; Atlanta, 6 percent; Trenton, N. J., 24 percent; New York 5 percent; Boston, 10 percent; Providence, 24 percent.

All these percentages, and the people behind them, would be less disturbing if there were assurance that the need they represent will be met. To be sure the Social Security Board's figures show sharp increases in "obligations incurred for relief extended" in all the fifty-eight cities listed, in most instances an increase comparable with that of the case load. But there are elements which the figures do not show. Relief, even in those states which contribute funds to local administration, was pared down close. Increased demands may be met temporarily but, "It can't last. We are robbing the future." In Chicago, for example, the relief administration in November and December dipped into the future to the extent of $1,250,000 borrowed from future taxes at the time not even assessed.

It is well known that in states where no support is given to local finances relief has dropped to the level of the old poor law days. While this condition is probably worst in small communities and country districts plenty of cities are in equally bad plight. In St. Louis, for example, relief is barred to anyone able to work, whatever his need, with certain exceptions when children are involved. In Cincinnati an inquiry into what had become of people turned off relief brought the answer, "The burden of relief has been shifted largely to friends and neighbors of the destitute who themselves are usually poor and unable to bear it."

TO the U.S. Conference of Mayors have come echoes of distress and alarm from mayors of small and middle sized cities all over the country. "We are scraping the bottom of the barrel." . . . "We can no longer cope with it." . . . "We are spreading our funds as thin as we can, and already there is suffering." . . . "We can squeeze through somehow till the end of January. After that, God knows."

Responsible public welfare officials and social workers everywhere are of one mind that prompt federal assistance is imperative if the pledge that "no one shall starve" is to be honored. Local resources, inadequate to the need at any time, simply cannot cope with the fresh influx. In small communities there is a substantial opinion that an expanded WPA program "might" meet the situation. In the large cities however, informed opinion holds that such expansion, while urgent and important, would not be enough; that with it must come federal funds, grants-in-aid if you will, for direct relief. As to how such grants would be administered, by what implementation they would come down from

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the federal treasury to out-of-work John Smith in your town and mine, there is definite difference of opinion. The suggestion of a return to the centralized system of the FERA is met by sharp, often cogent criticism. Equally vulnerable, it seems, is the proposal that the federal government turn over lump sums to the states on the basis of population and estimated need.

A proposal frequently heard, though not from official quarters, is of an amendment to the social security act creating a division of general assistance where relief would be supported by federal participation in somewhat the same manner as aid to the aged, the blind and dependent children is now handled. The only suggested amendment to the security act that bears on the present situation and that has any official backing, is one that would permit states to begin payment of unemployment compensation after reserves had accumulated for one year instead of two as now specified. To President Roosevelt's approval of this proposal Arthur J. Altmeyer, chairman of the security board adds the cautionary word: "If unemployment compensation is to succeed, it must be looked upon as a permanent insurance system, rather than a temporary relief measure. It cannot meet any considerable portion of the need during the early months."

Most concrete and immediate of the proposals put before the Senate committee was that of the National Citizens Committee of the Mobilization for Human Needs, Charles P. Taft of Cincinnati, chairman. This committee, it will be recalled, has functioned for a number of years in conjunction with Community Chests and Councils, Inc. It was not the fault of Mr. Taft and his associates that in presenting their program to the Senate committee they were identified in the press as "spokesmen for 8500 private philanthropic groups." They themselves made no such claim. Their program was developed by a group of business and community leaders and social workers, generally identified with community chests.

THE program calls for federal relief grants to the states on a fixed percentage matching basis (not necessarily 50-50; more probably 75-25). To what extent funds would be used for work or direct relief would be for the states to determine, as would standards of eligibility for relief. Funds would be apportioned by the states to local communities upon "any basis compatible with relief needs." Special grants would be made for the care of interstate transients. The federal government would set up "standards of administration and of relief within general limits," and would require in each state and city "a unified or at least coordinated administration under an adequate and inclusive merit system of appointment. . . ." Finally, the program urges a national commission, appointed by the President, to work in conjunction with existing congressional committees in making "a careful and unbiased investigation and review" of the "human values and the expense involved in relief, security and public welfare programs."

This program has drawn a variety of criticism: that it lacks realism on federal-state relationships; that it destroys the "bulwark" of WPA; that it throws back on local units responsibilities that many of them have shown themselves unable to support; that it creates new confusions of administration at a critical time; that it fails to envisage the whole welfare program, specifically the social security services, and takes no account of the critical conditions of the moment. On the other hand, run the claims: it would rehabilitate state and local responsibility for their own people, remove the possibility of a "relief bureaucracy," permit of more flexible programs and stimulate greater local participation in determining ways of meeting local needs.

Meantime a group of well known social workers indentified chiefly with social work publications and with national agencies and organizations have sent "an affirmation of principle" to the Senate committee. This group favors a "long term federal program of public works on a non-relief basis," but holds that the "pressing immediate need" is for a substantial deficiency appropriation to extend the WPA program "to provide employment for at least 300,000 wage earners," and, in addition, for a "substantial appropriation" from federal funds to be allocated to the states for direct aid "under conditions laid down by the federal government."

NOT to be overlooked in the present discussion is the call for concerted action, public and private, made by the governing body of the National Federation of Settlements which, at its December meeting, heard reports from twelve leading American cities which brought the recession down to its consequences in wage earners households. The federation offered, not a program, but a challenge framed in the form of five questions:

Can Congress afford to consider any diminution of the WPA at a time when it is a central bulwark of purchasing power?

Can the federal administration bring forward the beginning of benefit payments under old age insurance and unemployment compensation to make them count in this emergency?

Can we speed minimum wage and maximum hours legislation as a practical measure not only to lift the level of employment, but to spread it out?

Can we step on the gas of public housing, augment the funds of the new National Housing Administration and make public housing no less than private construction a genuine force for revival?

Can we, in meeting this new stress of unemployment, apply principles of planning that will turn our emergency moves into long run account?

In the teeth of a hard winter it may be invidious to suggest that things might be worse. But let's take a look over the shoulder, back to as few as five years ago. In February 1933, unemployment was abroad in the land to an extent that disturbed even the hardiest observers. The soup kitchen, the bread line and the street corner apple seller were much in evidence. Federal participation in relief was confined to limited and unrealistic "loans to the states" by the Reconstruction Finance Corporation. Fewer than a dozen states were putting up any money of their own. Machinery of administration was sketchy. Meager local funds were bolstered by benefit football games and similar enterprises. Old age assistance was a reality in only two or three states; assistance to dependent children in their own homes was accepted in principle by most of the states, but in few of them was it more than a gesture. Unemployment insurance was a matter of debate; "social security" a term heard most often in social workers' conferences.

At the National Conference of Social Work in May 1933, bigger and better emergency relief, cash instead of grocery orders or food baskets, was at the forefront of discussion. Work relief on a national scale was an idea as yet unborn. A few hardy souls prophesied that this might be the beginning of a new era in government responsibility, but in general social workers, like the public, thought and talked of "the emergency."

Now comes midwinter 1938, and unemployment, new

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and unpredicted, adds itself to the residue of the mass unemployment of the depression. Figures for February of course are not available, but take those of a few months ago, of October 1937—they are higher today. In that month about 1,400,000 persons received nearly $77 million—federal dollars—as earnings under the WPA. Some 1,300,000 cases, estimated to include 3,700,000 persons, received direct relief from public funds, state and local, aggregating upwards of $32 million. About 71,000 farmers received emergency subsistence payments amounting to nearly $1,500,000.

In that same month more than 1,500,000 aged persons the country over received assistance in varying amounts to a total of nearly $29 million; some 200,000 households with dependent children were benefited to the extent of $6,200,000; 41,000 blind persons to the extent of more than $1 million. This aid was then, and is now, in the form of cash, secure and regular.

In this February 1938, unemployment insurance, or compensation as we now call it, is a reality with twenty-two states beginning to pay benefits, the rest will follow by July 1939. At least a million persons now losing their jobs are assured of short term benefits. The term "social security" is no longer the exclusive possession of social workers. It may mean different things to different people, but it is written into the law of the land.

Most marked of the changes of these past five years is in the attitude of the people of the country. Five years ago relief was the concern of social workers, of a growing body of socially minded citizens, of a few legislators, and, tragically, of the relatively inarticulate unemployed. Today it is the concern of economists, of big business and industry, of legislators everywhere, of the President of the United States. Social workers still bear witness valiantly; the unemployed are no longer inarticulate. Relief, even that overcrowded catch-all, where fall all those who miss the pigeonholes of the WPA and of the social security classifications, is the nation's business.

Women and Children Last

By BEULAH AMIDON

EACH year more than 14,000 women die from causes connected with childbirth. Recent studies indicate that, given our present medical knowledge, at least half of these deaths are preventable. Even more shocking is the annual toll of baby lives: 75,000 stillborn infants, 69,000 who do not survive the first month of life.

These figures are the measure of the problem defined and considered by the Conference on Better Care for Mothers and Babies which met in Washington at the call of the Children's Bureau, January 17 and 18, with the collaboration of a number of national agencies having a stake in the field.

The conference brought together some 500 experts in public health from forty-four states and from Hawaii and Alaska. In the five conference sessions the delegates considered facts and figures on mortality rates, medical and nursing service, numbers of births in relation to adult population in various areas and income groups. They also heard a pint-size public health nurse tell how she fought her way on foot through the mud of a steep Vermont cart track one stormy spring night to reach a woman in labor; how she taught the French-Canadian father of a relief family to boil nursing bottles and mix a food formula. It heard a young doctor from Alabama tell how the gospel of maternal and child care is being preached in sharecropper cabins in areas where maternal and infant deathrates run far above the national levels. It heard the forthright woman doctor who heads the Child Welfare Division of Montana's Board of Health report that with the federal-state system of highways, many women in that vast state regularly drive 100 miles for the ante-partum care which means so much, statistics show, to the safety and health of both mother and child.

Out of the conference emerges a disquieting sense of the inhuman waste of our most precious national resource. There emerge, too, clear lines of effort which are no longer experimental but proved means of reducing the annual total of unnecessary maternal and infant deaths in this country.

The material brought together by the Children's Bureau as the basis for the conference discussions showed that there has been little reduction in the maternal mortality rate during the twenty-two years for which records are available. Puerperal infection accounted for 41.3 percent of the maternal mortality in 1935. And, as Dr. Jennings Litzenberg of the University of Minnesota Medical School pointed out, deaths due to infection are the result of "dirty care," of ignorance or carelessness on the part of a neighbor, midwife, nurse or doctor. The deathrate for infants in the first year of life has steadily declined for the same twenty-two year period. But in this time there has been little decline in the deathrate for the first month of life, which accounts for almost half the total mortality in the first year.

Studies and demonstrations prove that from 50 to 68 percent of these deaths of mothers and babies are preventable. Thus, in summarizing its work in 1937, the Chicago Maternity Center is able to report: "Working under adverse conditions, with a group of patients physically below par and on a minimum budget, a gross maternal mortality rate of 14.2 per 10,000 live births was maintained over a four-year period." This is less than one fourth the rate for the United States as a whole. In Cattaraugus County, N. Y., the maternal mortality rate for prenatal cases supervised by the Health Department, 1932-1936, was 12 per 10,000 live births as compared with 56 for the county as a whole. The Cleveland Child Health Association in 1936 reported 2595 women who attended special classes for prenatal care, including both private and clinic patients. The maternal mortality rate of this group was 7.7 per 10,000 births as compared with 38 per 10,000 for the city of Cleveland.

Two government economists, one from the Department of Agriculture, one from the Bureau of Labor Statistics,

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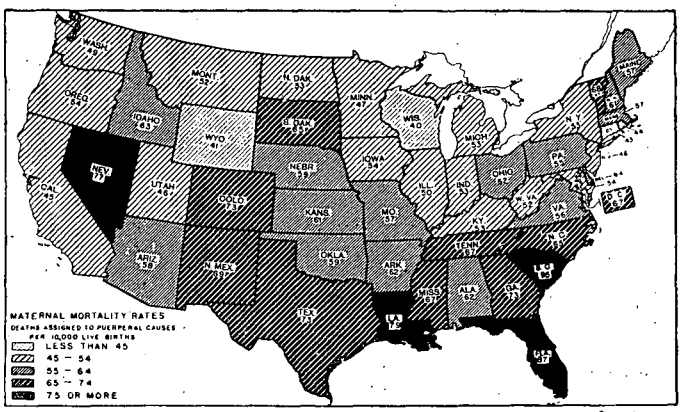
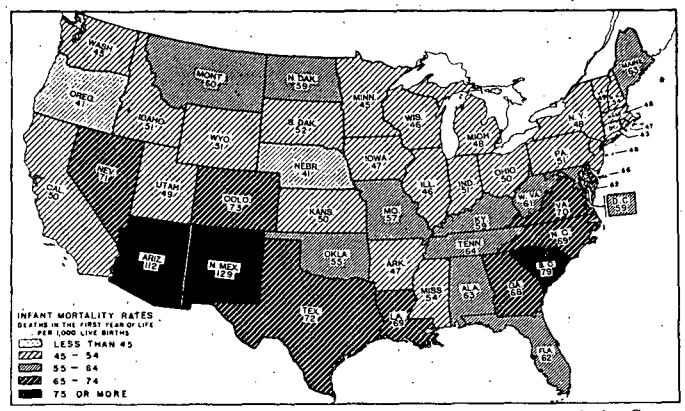


Maps from U.S. Children's Bureau

MATERNAL MORTALITY IN THE UNITED STATES, 1935



Data from U.S. Bureau of the Census

INFANT MORTALITY IN THE UNITED STATES, 1935

showed some of the relationships between problems of public health and the problem of poverty. In all sections of the country, it was brought out, incomes are higher in the cities, birthrates higher outside the cities. In the cities there are 26 infants per 1000 adults in the population; in the country, 45. Rural areas cannot adequately support their population today, and the industrial areas no longer absorb the excess. Even in urban areas, one third of all children are born to families with an annual income under $1000; one half, into families with less than $1500. Given an income of $1500, the recent nation-wide health study shows, a family manages to devote only $26 a year to medical care. A national health program which will cut the number of preventable deaths must obviously become either a program for more adequate family income, or a program for more adequate public services.

In spite of the presentation from the platform of facts as to excess rural population, large families in low income groups, the health hazard to both mother and child of too frequent pregnancies, the words "birth control" were not mentioned during the conference. Dr. Hannah Stone, internationally known authority on this subject, rose several times during discussion periods but was not recognized by the chair. Dr. Eric M. Matsner of the American Birth Control League was permitted to file a written statement, without comment. In announcing that such a statement had been accepted, neither the subject of the report nor Dr. Matsner's professional affiliation was mentioned by the chairman.

Four committees—on community resources, resources of citizens' groups, professional resources, and general findings—prepared reports which are to be made a part of the record of the conference.

Among the many constructive recommendations of these committees, there are two of outstanding importance. One deals with the question of training in obstetrics for medical students and nurses. It was brought out that while a medical student ought to attend at least fifty confinements if he is to handle such cases in his practice, many Grade A medical schools do not now require the student to be present at any deliveries before graduation, and others require only two to fifteen cases. Further, the school frequently provides insufficient supervision in this important branch of study. While some states require internships in addition to a medical degree, few require obstetrical experience during this period. A recent survey of 1936 medical school graduates showed only 25 percent getting obstetrical experience as interns. As Dr. M. Edward Davis of the University of Chicago Medical School pointed out, "training in obstetrics is now at a lower level than the other major clinical divisions." The findings committee recommended "full opportunity for practical instruction in obstetrics and the care of newborn infants for undergraduate students in medical schools, for physicians resident in hospitals, and periodically for practicing physicians in postgraduate courses; for the student nurse and at recurrent intervals for the graduate nurse or the public health nurse whose work includes maternity nursing in private practice or in public health service." The committee on professional resources also urged that "every effort be made by the obstetric specialist and those interested in maternal welfare in the United States to reduce the number of unnecessary or ill-advised obstetric operations which play such an important part in maternal mortality. No major obstetric operation should be performed without previous consultation with an obstetric specialist."

If the United States is to have health services which will materially reduce the present number of "preventable deaths" of mothers and infants, the findings committee held that we must utilize "available competent service under both public and private auspices, extending and improving the public services when they are not adequate to meet the need." As the committee of experts views this national task it would call for infant and maternal care provided by the local community as part of its public health responsibility; leadership, financial assistance, specialized service and supervision provided by the state; assistance from the federal government to the states through financial aid, research and consultation service. Such federal participation, the committee found, would require an amendment to Title V, Section 502 of the social security act, "to authorize a larger sum to be appropriated annually to the states for maternal and child health services with provision that the increased payments to the states should be used for the improvement of maternal care and care of newborn infants." While the committee did not attempt to set figures, it held that such appropriations must be increased until they provide a sum "that will insure care for all women who are unable to obtain care otherwise, either because of economic reasons or because of inaccessibility of care in the communities in which they live."

Surgeon General Parran put the issue to the conference in another way when he said, "Other nations are making strenuous efforts to produce a generation fit for war. Surely we need no less to strive to rear up a generation fit for the pursuits of peace."

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Dead End Penology

By AUSTIN H. MacCORMICK
Commissioner of Correction, New York City

WE who are engaged in prison and parole work are in a highly dangerous situation. Today, more than ever before, we are under the muzzles of the machine gun school of criminology, the school that seeks to instil into the minds of the public the idea that all offenders are mad dogs, that America is swarming with millions of dangerous criminals who would slit one's throat at the slightest provocation, that our prisons are country clubs and prison officials "convict lovers," that our parole systems are hollow shams and that those who administer them are silly sentimentalists and sob-sisters.

A public which does not listen with too much discrimination gets the idea that the only sure way to stop crime is with a shotgun and that the only way men should leave prison is in a pine box. For years they have been hammering the headlines with these ideas. Not long ago I heard a speech delivered to a large audience, with an extensive radio hook-up, which inevitably would leave any but the most careful listener with the ideas I have cited, although the speech itself, when one read it in print, was more temperate than it sounded when uttered. The speaker said, among other things:

> Punishment in all too many prisons has become a thing of the past. We are amazed to learn that there is no such thing as a life prisoner; that the average man who receives a life sentence for murder spends only about ten years behind bars, and that the average sentence served by a person convicted of murder is only sixty-one months. Even then, he usually is granted the benefits of a private radio, of the daily newspaper, selected magazines, the latest motion picture shows, orchestras, traveling bands, hand-decorated cells, baseball, handball, football and basketball, and any other amusements which over-sympathetic and sob-sister wardens or prison boards may contrive to make his stay in prison more enjoyable.
>
> Many of our prisons today may well be classed as country clubs. Many are badly manned and ill-kept. Others are hotbeds of vice and agitation. Many are easily accessible to escape, like sieves through which the rats placed in them may depart almost at will. Such procedure does not create respect for law. I do not believe that the majesty of justice can appear in white and untrammelled garments so long as such disgraceful, sentimental convict-coddling is allowed to persist in our alleged penal institutions. Mollycoddling of criminals must be halted. The public is in far more need of security for life and limb than convicted criminals are of clemency.

Under the impact of such verbal barrages as these our prisons are in danger of falling into even worse oblivion than they now enjoy. Prisons have always been a sort of No Man's Land, shrouded in mystery most of the time and only occasionally lighted up by a sudden spectacular flare. The public realizes that prisons are in existence only when an assault, an escape or some other infrequent but spectacular occurrence makes the headlines. The long monotonous days and years that lie between them, the slow but steady programs of reclamation being carried on within prison walls, go unnoticed because they are unspectacular.

It does not matter very much if prison men do fall into oblivion and become known as the Junior X-men (X, the unknown quantity). Speed the day when we shall really be a vanished tribe, when crime is no more and the last warden opens the gate of the last prison to the last prisoner.

My concern is not with the extinction of a noble tribe but with the danger of extinction of a noble ideal, an ideal that has had validity for thousands of years: the ideal that a man, no matter how low he may seem to have fallen, can be regenerated and reclaimed.

We who are in prison and parole work are in grave danger of falling prey to a philosophy of defeatism, of thinking that our jobs are not worth doing and that the results we achieve are not worth trying for. That is what I mean by "dead end penology": the idea that a man in prison has come to the end of the road and that there is really nothing we can do for him, that parole is a humane process but a futile one, that the amount we can salvage from the human scrap heap is not worth our effort.

These things are not so. The prison is not a dead end street. We are not blind to the weaknesses of our prison and parole systems. No one knows them better than the prison men themselves and no one is more desirous of correcting them. We point to the striking progress that has been made in the last thirty-five years in American penology as evidence of what could be done more rapidly if those who control the purse strings had more vision. We resent the intemperate, indiscriminate and uninformed attacks that retard attempts to correct the weaknesses in prison and parole work. Such attacks do more than retard our efforts; by creating misguided public opinion they tend to postpone the day when society will make an effective, unhysterical, socially-minded approach to the whole problem of crime, from its roots to its final fruit.

NO one can deny that many men and women in prison will probably never be straightened out by anything we can do for them or to them under present conditions. Some are insane or such extreme psychopaths that they never could be expected to get along in freedom except under the most favorable circumstances, which seldom exist. Some are nitwits, some are weaklings, some are ignorant, some are just plain mean, some are embittered by real or fancied wrongs, some have sentences so long that they will almost certainly be crushed by the very weight of the years, and practically all of them will run up against the cold, blank wall of public indifference or hostility when they try to get a decent job after their release.

But I am convinced that prisoners such as those I have mentioned are in the minority, that many even of them are by no means hopeless and that the majority of those in our prisons and adult reformatories can be reclaimed. They have sufficient ability, they want to go straight, they are not anti-social but merely non-social; they are not crazy, they are not morons, they are not mad dogs; they do not need to be kept in iron cages all their lives and they are not going to be a constant public menace when they are released.

It is the task of the prison authorities, stated in brief terms, to get them into first class physical and mental condition, to straighten out their attitude towards society, to train them for jobs on which they can make an adequate and

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satisfying living, and then to see that they secure the jobs.

It is naturally not quite as simple as that. To achieve the best results we need to break up our prison populations into comparatively small and comparatively homogeneous groups and to establish the institution, program and personnel each group needs. It is wasteful, for example, to clutter up an elaborate vocational training program with mental defectives. It is equally wasteful to keep thousands of prisoners under the conditions of maximum security that only hundreds or even scores need.

Within each institution we must individualize the program as far as possible. One man's chief need is medical care, another's vocational training, another's discipline, another's adjustment of his family situation, and so on. This means a well-rounded program that includes medical service, psychiatric and psychological work, education and vocational training, classification, social service, religion, employment at worth-while work, recreation of the type that promotes physical and mental health, discipline that develops self-control and self-reliance, careful placement and adequate parole supervision. And all of these must be carried on and directed by intelligent, well-trained, socially-minded personnel, free from political pressure or control.

In recent years society has been thinking increasingly—and properly—in terms of crime prevention. But what are we to do with those offenders who have already arrived? I believe in crime prevention just as I believe in preventive medicine. But I also believe in good prisons just as I believe in good hospitals and in good parole as I do in good follow-up medical care. For those who have reached prison it is too late to talk of crime prevention. What they need is effective treatment for what ails them and effective follow-up to make sure they do not have a relapse.

There are in prison today thousands of men and women who want desperately to make good and who have the capacity to do so if they can be helped more effectively while they are in prison, and if the public will give them a better break when they get out. I, for one, do not intend to go back on them. I do not intend to give up my seasoned conviction, my firm faith that men and women can and will straighten out under the right kind of prison and parole program. I reject the defeatist idea that the prison is a dead-end street.

This article is in part from an address given by Mr. MacCormick before the American Prison Congress.

IV—Community Roots

By CLARENCE KING

New York School of Social Work

ONLY in exceptional instances does a new member come cold to a social agency board. The very fact that he has been elected or appointed to the board presupposes an intelligent awareness of the social balance sheet of the community and of the place and purpose of the particular agency with which he is associating himself. However it is the exceptional new member who will not profit in the quality of his interest and the value of his contribution by certain practical measures of preparation for service. These may take many forms, a good starting place apparently being a careful reading of the basic document creating the agency, the statute or ordinance, articles of incorporation, constitution and by-laws and so on. Along with this could go the reading of a file of annual reports and of publicity material. A visit to the office, not just a handshaking round but a real "sit-in" on the day's work as it goes over the desks of the executive and his staff, is enlightening to the new board member. Naturally he will confer with the chairman of the board and will inform himself on the working of special committees. But he will do more than that, he will confer with the head of the Council of Social Agencies if there is one, and with the heads of other organizations, public and private, in related fields. Thus he will inform himself in detail of the structure, history and functioning of his own organization and of its place in the galaxy of community social resources.

However, preparation for service is not confined to new board members. It is a continuous educative process for all the members, singly and as a group. In fact intelligent sincere service on the board of a social agency is one of the most practical ways in which a citizen may continue his education in a field which holds his special interest, while at the same time he enriches his contribution to his community.

The means which boards may use to promote the process of their own growth are various. Only a few may be suggested here.

MEETINGS: Agenda should be planned to give full scope to well directed discussion rather than to manipulate the group into quick superficial decisions. Meetings so planned and conducted that members are stimulated to group thinking will not become moribund but will be vital with a sense of new horizons to explore.

A reasonable balance is necessary between discussion of immediate policy and what might be called educational reach. For example, certain progressive boards have extended their horizons by bringing in for occasional meetings outstanding laymen or professional workers, expert in some related field, whose participation in discussion enriches the board's thinking and stimulates its sense of its relationship to other social efforts.

REPORTS: The routine reading of a succession of committee and executive reports tends to deaden almost any board meeting. Yet reports must be made and must go in the record. One way to handle them is to send them around in advance, with only a brief oral summary presented at the meeting. When, for one reason or another, reports must be presented in full some of their deadening effect can be counteracted by putting a copy in the hands of each member so that he may follow the reading. Whenever it is possible routine statistics should be interpreted by simple, readily understood graphs.

PARTICIPATION IN THE LOCAL COUNCIL OF SOCIAL AGENCIES: Progressive boards encourage their members to serve on council committees and to bring back to the board their impressions of "social work whole" and of the

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relation of their own particular work to the social program of the community.

PARTICIPATION IN SOCIAL WORK CONFERENCES: That conferences "stretch the view" is fully conceded. However many board members have been convinced that the programs of national, state and local meetings so have emphasized the professional approach that the concerns of the board member have pretty much been lost, in technical vocabulary if in nothing else. Of recent years the officers and managers of these conferences have realized the implications of the loss through lack of participation from the board member partner in social work, and have sought to correct it. Joining their efforts have been progressive laymen who have helped to organize sessions especially for board members and to inject into the whole program papers and discussions that clarify relationships between lay and professional workers. It is now the exceptional well-organized conference that does not hold substantial contributions for and by board members conducive to the growth of those who give and those who take.

SPECIAL LITERATURE: Officers and executives will make it easy for members of the board to keep up-to-date with new thought and new developments in social work in general and more specifically in relation to the field of their own agency. New books, pamphlets and magazine articles may be reported at meetings from time to time, or the actual material may be loaned to the members. To stimulate reading for background a brief bibliography of standard material has been found useful. A memo from the executive calling attention to a current pamphlet or magazine article is usually appreciated.

"GO AND SEE": Visits by board members to agencies in other cities than their own, sitting in as guests at meetings of other boards in their own general field, stretch the view not only of the visitors themselves but of their associates to whom they report their observations.

STUDY COMMITTEE: The educational content of board membership is sufficiently important to warrant the appointment of a special committee to explore and to promote it through a continuous planned process. It will be argued that board members will not or cannot give the time necessary to self-education on the job, so to speak. But it is less a matter of time than of capacity for assimilation, a capacity which grows by what it feeds on. It is the element of growth that transforms board membership from a dull duty to an experience satisfying to the individual, the agency and the community.

There can be no doubt that the social thinking of many people has been changed or broadened by service on a board where they have a close-up view of the problems with which the agency is concerned. Gradually their thinking communicates itself to a widening circle which in turn starts other circles in motion. Thus the group thinking of a single board, crystallized into a policy decision, may in the long run attain a significance far beyond the specific clientele of the agency. For example: many years ago it was not customary for welfare societies to give relief to the families of strikers. A society, surrounded by evidence of suffering, had the courage to face the humanitarian issue involved. Not without difficulty, for some of its members were employers affected by the strike, the board thought the matter through and arrived at the policy of giving relief on the simple basis of need. Naturally the policy was challenged and naturally the board interpreted and defended it, each member in his own sphere of influence. Little by little the doctrine spread and other relief societies adopted it. It became a policy of the Federal Emergency Relief Administration and is now generally practiced by public and private agencies the country over. The action of that one board, relatively obscure but sound in its community roots and in its sense of its own responsibility, started something that has reached far beyond its own sphere.

Someone has said that in matters of social progress the majority is always wrong, meaning that progressive thought begins with a minority which sees the next step in the course of advance and persistently promotes its general acceptance though at the time it may seem dangerous and radical. By the time the majority has accepted one step another minority has visioned a further one, and so progress goes on. Ideas of progress may originate with a specialist, an expert or an agency executive, but they rarely eventuate into action without the influence of a board to nurture, develop, and attune them to public acceptance. Social prophets may point the way, but it is usually a hard-working board that builds the road to the objective.

PRIVATE agencies are more free to pioneer than public agencies, the activities of which are regulated by law. In a sense private agencies are always minorities pioneering in areas where the majority is not ready to venture. However, a public agency board will have failed in responsibility if it refrains from extending its leadership to the frontiers of public acceptance. Experience has shown that an agency needs to be wise in delineating those frontiers, for it is a fact that no substantial and lasting progress in the field of social work, in community, state or nation, can come without public acceptance of its principles. Progress in social welfare is conditioned by the general understanding and tacit consent of the average citizen. This is one of the penalties of living in a democracy which we accept along with its obvious advantages. What the average man does not understand he tends to be against. Thousands of problems clamor for his understanding. How can he, a bewildered individual in a bewildering world, become so aware of the meaning of social problems as to be willing to face them and accept the dollars-and-cents burden of their solution?

Because the problems are so large and bewildering there is a tendency to turn them over, lock, stock and barrel, to professionals with citizens withdrawing from participation while reserving the right of criticism. That may be one way to do it of course, but to this student of social history and observer of the current scene the better way, the American way, of progress is by partnership between professional and public through the instrumentality of the intelligent socially informed and dynamic board. Progress may not come by leaps and bounds but it will be solid and substantial, rooted in understanding and in the deepening social conscience of all the people.

SURVEY MIDMONTHLY *is indebted to Harper and Brothers as well as to the author for the privilege of offering to its readers a series of four articles of which this is the last, drawn from Mr. King's book, Social Agency Boards and How to Serve on Them, soon to be published.*

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Are You Afraid of Syphilis?

By RUTH ELLEN LINDENBERG

Department of Social Service, The Graduate Hospital, University of Pennsylvania

AS the social worker in the syphilis clinic of a large hospital with an established reputation for its treatment of syphilis and for its graduate teaching in syphilology, I find myself in a particularly fortunate position to observe what may be called the "backwash" of the present campaign to eradicate syphilis. Of course, we, who long have been hushed by the conventions of a society which preferred not to think about syphilis, welcome the change that is making it possible to bring this problem to public notice. But we ask ourselves, "What is this 'syphilis consciousness' doing to the lay public whose curious and often morbid interest is being aroused by the many revealing articles about the disease now being published?"

The campaign seems to be mobilizing public opinion in two camps. It is teaching a small but well-informed part of the public to consider syphilis along with diabetes, tuberculosis, and other diseases—asking practically and realistically what can be done about it. Fortunately this group is increasingly able to see syphilis without its moral connotations and to recognize it for what it is—a disease sapping the life blood of individuals and lessening the vigor of the whole race. When these aroused individuals learn more about syphilis, they find that as a germ disease it is no respecter of persons, although, as with so many other things, it is better concealed among the economically secure. But whoever has it—those society calls "respectable" or those branded "bad"—this intelligent group does not level criticism but concerns itself with what will help the afflicted individuals. Members of the group seek to familiarize themselves with scientific facts about the nature of the disease, its means of transmission, and its treatment. In so doing they are denied the perverted pleasure of contemplating it as "a filthy disease which no decent person could have." It is not this small group about which I am concerned. It respects the best medical opinion of the time and it is learning to face the fact of syphilis without grimacing, blushing, or shutting its eyes.

My concern is for that hysterical part of the lay public which, while devouring the more graphic of the current articles on syphilis, fails to go a step further and examine the facts of the disease and its transmission. These are the people who, because of their real ignorance of the nature of the disease and their usual attitude of condemnation toward those infected, build up false impressions which threaten to counteract the many desirable results of bringing syphilis to public attention.

Let us look at some of these individuals. Mrs. Jones hears that her maid, a well-trained and efficient domestic, is taking "shots" at a clinic. Through indirect questions and underhanded methods of spying she gathers that Susie is receiving anti-syphilitic treatment. With frantic concern, she angrily and righteously dismisses Susie, burns all the objects the maid has handled and worries lest she and Mr. Jones and their two small children, whom Susie has cared for since they were babies, could have contracted this "terrible disease." Susie, thrown out of a job and having no resources except her wages, has to turn to "the relief."

Had Mrs. Jones consulted a reliable syphilologist she could have been assured that so long as Susie had no open lesions on her body and remained under regular treatment, there was no sound medical reason why she should not be employed as a domestic. She could have learned that Susie could not possibly harm her family through caring for their clothing, preparing their food, or washing their dishes; and much frustration could have been avoided. The syphilologist might have explained to her that the spirochete (germ) of syphilis, because of the very special conditions under which it must live, is seldom, if ever, transmitted through the usual contacts of daily life. Further he might have explained how the powerful drugs used in the treatment of syphilis help render the germ impotent to others even in sexual contacts. The syphilologist could have assured Mrs. Jones that it was wholly unnecessary to dismiss Susie, and Susie, herself, could have been spared the demoralization of a lay-off.

True, to secure that opinion Mrs. Jones would have needed to consult a specialist on syphilis, a man who had worked with it in the laboratory, the clinic, and in private practice, a man whose efforts had kept him abreast of and enabled him to contribute to the increasing knowledge of the disease over the past few years.

UNFORTUNATELY she might not have secured this opinion from a family doctor who had not kept up with recent advances in the field. He might even have shared her fear at discovering her maid had a venereal disease. It is not an uncommon experience to hear a general practitioner recommend the lay-off of a person under treatment for syphilis. One well-respected physician in an official position was found to be recommending the dismissal of laborers with syphilis, arguing that it was "dangerous for non-syphilitics to use the syphilitics' shovels and picks." Of course this ruling was reversed when the opinion of recognized syphilologists was brought to the attention of the proper authorities. But if the family doctor is often confused about what to do with the syphilitic employe, it is small wonder that the ordinary layman is stumped when someone he employs or who serves him is found to have syphilis.

Equally unwise attitudes often mark the handling of this problem by industrial and commercial employers. For example the XYZ Candy Company inspired by the present interest in syphilis had Wassermann tests made on all its employes. Mr. Bee, a middle-aged man employed in the wrapping room, was found, along with several other employes, to have syphilis. From the case history, the syphilologist believes that this man has been infected for over twenty years. Mr. Bee had experienced no ill effects from the disease although he recollects some symptom in his early life which marked the primary stages of the disease. These early manifestations passed and, lacking other

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symptoms, he seemed not to have realized he had syphilis until the personnel manager of his company gave him the results of the test, then dismissed him from the position he had held for sixteen years. The personnel manager, believing that Mr. Bee is a menace to public health, reasons that he is doing his duty to the public which buys XYZ candy. The personnel manager may not know that in the opinion of the venereal disease division of the United States Public Health Service, composed of and advised by some of the greatest syphilologists of the day, Mr. Bee might safely have been retained on the job after being advised to start treatment at once.

In viewing Mr. Bee's dismissal it is important not to lose sight of the psychological and economic effects on the man himself. Laid off in spite of his sincere efforts to adhere to the clinic recommendations, he assumed a "don't care" attitude and abandoned the treatment so vital to his health and well-being. Even had he been interested in continuing treatment in spite of his lay-off, he would have been unable to do so with his source of income cut off; and this, notwithstanding the fact that the number of free clinics is increasing, for without work even carfare to clinics becomes a prohibitive expense. Economically, then, Mr. Bee became a burden on the taxpaying public, which must support him, his wife and their five children since he has been added to the "relief rolls." Likewise treatment has been made more difficult, both from the standpoint of cost and the social disgrace involved. When, in addition, it is remembered that Mr. Bee may become finally a helpless invalid if he does not have the necessary treatment, it becomes clear that this dismissal may prove a very costly mistake.

FOR the guidance of anyone who hesitates to consult a specialist regarding an employe with syphilis, or who lives in a community where there are no syphilologists, I offer several general statements on the infectiousness of an individual having syphilis:

1. A syphilitic may be infectious as a domestic, food handler, or child's nurse only in the primary or secondary stage of the disease, when a chancre or rash is present. While this infectious stage ordinarily occurs shortly after syphilis is contracted, it may also recur during the first few years of the disease if treatment has not been given. A syphilitic doing work in which he does not handle the food or personal effects of others is employable even during the infectious period, *provided he remains under treatment.*

2. In the infectious period there may be such acute discomfort (headache, sore throat, and general *malaise*) that the sufferer of his own volition will stop work and seek medical attention.

3. When under treatment which consists of weekly injections of a drug specially selected to arrest infectiousness, the "open sores" of syphilis rapidly disappear. Current experience with large numbers of patients in the clinic with which I am connected has shown that one injection each week for four weeks is adequate to curb infectiousness, except in very unusual cases. After the initial four treatments it is customary to allow the individual to return to work. He is urged to remain under regular weekly treatment *for a minimum of eighteen months.* Persons found to have latent or non-infectious syphilis are not asked to stop work even temporarily. Treatment is advised to prevent a possible but rare lapse into infectiousness, and to prevent organic damage in the syphilitic himself.

4. Here is the safe rule to follow in deciding whether to employ or to continue to employ an individual with syphilis: *"Is he under regular weekly treatment?"* Any physician or social worker connected with a syphilis clinic would be willing to state whether treatment is being regularly administered in a specific case and whether the patient is employable. An employer in my experience, who kept a syphilitic maid on the advice of the clinic, gets in touch with the clinic at intervals to learn whether treatment is regularly received.

The cases of Susie and of Mr. Bee are only two examples of unfortunate public response to the current publicity being given to syphilis. Along with them we find different shades and degrees of hysteria—the teacher who shuns a congenital syphilitic child as something unclean; the social worker who suspects that every individual with facial lesions is syphilitic; the man in the street who talks of syphilis, emphasizing its disgrace and condemning as worthless all who have it—all of these are facing the problem emotionally and neurotically. The program for syphilis control carefully thought out and admirably planned under the leadership of the United States Public Health Service will avail little in the end if ignorant and emotional "syphilis consciousness" causes the lay-off of people who could safely remain in their jobs, and drives those people infected to psychological breakdown and the evasion of treatment because of the stigma attached to them by an uninformed and moralistic public.

But how can the public be taught to face syphilis without panic?

A first step in banishing fear would be to bring before the medical profession, especially the general practitioner, the present thinking of the specialists on the disease, so that the questions brought to the family doctor may be intelligently answered. This would seem to be the job of the profession itself, through its teaching in medical schools and its many professional associations, the chief purpose of which is to keep members abreast of new developments in disease and treatment. The younger and more open-minded men of the profession are without a doubt aware of the lack of up-to-date information among their own group. It is to be hoped that they will find ways to stimulate the thinking of their more conservative associates.

WITH the leading of the medical profession, social workers, public health nurses, teachers and others can help the public work out its solution through intelligent publicity, directing attention away from the morbid and sensational aspects of the disease to constructive phases of this public health problem. The job of this group will be to explode some of the popular misconceptions about the transmission of syphilis and to challenge every person reached to take stock of his prejudices and his unreasoned beliefs.

The educational campaign against syphilis has attained its first objective. It has focused the public's attention on an age-old problem, it has expanded existing facilities and provided new ones for diagnosis and treatment, and it has helped to put under care many infected persons. To insure the continued success of the program, a second objective, seemingly ignored up to the present time, must be attained. The public itself must recognize the irrationality of many of its fears of syphilis. It must stop "being afraid."

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MISS BAILEY SAYS:

"Speaking of Interpretation . . ."

By GERTRUDE SPRINGER

MISS Bailey felt like a dog when at long last she was summoned into the office of the director of public welfare. To be sure she had come on the tick of her appointment and had been waiting for half an hour. But so too had come—and waited—her six or eight fellow sufferers, most of whom had had a longer vigil than she. For half an hour she had watched their growing impatience, had listened to their irritated comments, and observed the take-it-or-leave-it manner of the girl at the desk. It wasn't time lost, Miss Bailey assured herself, for she had come here to inquire about methods of interpretation, and if this wasn't interpretation, what was it?

Miss Bailey frankly eavesdropped on the conversation around her. These were not complaining clients but substantial citizens each here on legitimate business which, as the waiting time lengthened, turned into a personal grievance. "What in the world," she queried herself, "can that woman be doing in there that is more important than seeing these people of her community? They're pooling their grievances while they wait. She may, in her own good time, satisfy each individual, but pools aren't so simple, they have a way of persisting and spreading."

Aware of the outraged, not to say dirty, looks that had followed her into the director's office Miss Bailey was apologetic—others had been waiting longer—probably their business was more urgent. . . .

"Don't let that bother you," countered the woman behind the piled-up desk, "if I stopped for everyone who wants to tell me that this community is different I'd never get anything done. They're used to waiting. I've got 'em trained." She laughed heartily, and shuffled a heap of folders, while Miss Bailey suppressed an inelegant, "Oh yeah?"

"Now about this business of interpretation," began the director with a wary glance at the clock. "Of course it's very very important, and I'd like nothing better than to hire a smart publicity girl to do it. I have plenty of ideas for her. See that big fat folder? (Miss Bailey saw it—dusty as well as fat.) That's where I accumulate the ideas I hope some day to do something with. Not that I don't do everything I can, as I go along. I do quite a lot of speaking and always give a copy of my paper to the press."

"I think there's a newspaperman waiting outside now," put in Miss Bailey, who had an idea that prompt courteous treatment of reporters was important.

"I shouldn't be surprised. They're always coming around. But I've found it much better to give them everything in writing, then if they garble it it's no fault of mine. If I see the reporters they ask questions I'm not ready to answer, or want explanations of things they can't possible understand. Then they write pieces that put the wrong light on everything. I'm afraid our papers need a great deal of education."

"Have you ever tried putting all your cards on the table, getting on a completely frank basis with the newspapermen?"

"Oh, you couldn't do that in this town. The newspapers aren't friendly enough, and they're not looking for important things, they just want sensations. Now take this paper I'm giving tonight before the Associated Church Clubs. It discusses the historical development of social work, its place in the community, the standards we should strive for and so on—important things that everyone should know. I'll give it to the press—but do you suppose they'll print it? Certainly not. All it will get is a stingy paragraph on the last page."

Miss Bailey glanced at the formidable manuscript. "You must have put a lot of time on that."

The director laughed gaily, "Now don't you give me away but I'll tell you a secret. In a weak moment, a month or more ago, I promised to make this speech. But I've been much too busy to get up anything new, so this morning when I couldn't put it off another minute, I fixed up a paper I did last year for the woman's club, and that, believe it or not, was salvaged from one done for the business women's association. I recognize the obligation to interpret our work to these groups, but I can't get up a new paper every time. This crowd won't recognize it anyway. Would you like a copy?"

BACK in her room Miss Bailey riffled the sixteen pages of the speech. She could almost have repeated it word for word, she had sat through its like so many times. It was all background and no foreground, with nothing that geared into the immediate experience and concerns of the people who were expected to listen to it.

"And it never crosses that woman's mind that they won't listen," she told herself. "She will mistake passive endurance for listening just as she mistakes her own voice throwing for interpretation. And the way she treated her callers, and blandly assumed that they'd get used to it! Used to it, my eye! All the smug speeches in the world will never catch up with the interpretation she started for herself right then and there."

It was too late to make another call and Miss Bailey sat on in the gathering twilight and mused on this business of interpretation, and the glib way people talked about it.

"Do we really know what we mean? Are we clear what we want to interpret? Is it the institution of social work or is it a social philosophy? Is it a method—if so, whose—a reform, a good cause, or merely the agency that happened to hire us? If it's a combination of all those things, and it probably is, it takes a lot of doing and it's no wonder the dear public is muddled. And what are we interpreting for?

"Oh yes, Amelia, you know the answer to that one, know all the ways to say 'widen the base of public understanding and support.' But honestly now, would the private agencies you used to work for have bothered about it very much if they hadn't needed money? Did the public welfare agencies even know what the word meant until the last few years when the taxpayers got on their necks?

"And whom are we interpreting to? Whose understanding is it we want? Is it class understanding—economic,

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intellectual or what have you—or mass understanding, or just the political party to which some of us owe our jobs? We talk a lot, we social workers, about the public, but what do we mean? Is the public a great, faceless, sluggish body, or is it just a lot of people, each as different from the other as, well, as social workers are different one from another?

"We know better, at least most of us know better, than to talk down to any single living human being, yet aren't we thinking down when we ask each other what we shall tell the public? Good grief, as if we weren't telling everything we know and then some! Seems to me our trouble is that the public wants more and better information than we have to give it, and we alibi ourselves by means of speech making and dull little newspaper pieces.

"We think—some of us—that if we've made a lot of speeches and collected a fat clipping book we've interpreted our jobs to the public. I wish we would test our public utterances a little more severely; be sure that what we say is fresh and important and attention compelling, or else keep our mouths shut! Too many of us, I'm afraid, make speeches that we wouldn't listen to ourselves. And a speech that doesn't make people listen and send them out to think, is worse than no speech at all."

Miss Bailey had a faint realization that she was making a speech to herself, but with no one to challenge her she went right on, thoroughly enjoying herself.

"Just now we call it interpretation, this thing we believe we need, but is what we are doing so different from what we used to call publicity—and believed we needed? Well, the dear, dead FERA had publicity, miles of it, but I don't believe that anyone, least of all Mr. Harry Hopkins, would claim that it got 100 percent results in terms of public thinking on social philosophy, programs and methods. Of course by and large, as Mr. Hopkins would say, it did do a pretty good job of interpreting the clients. It did its bit in gaining an acceptance of public responsibility for the economic lame, halt and blind that has continued and strengthened. But it did not interpret, maybe it didn't even try, social workers and their methods. It said to the country something like, 'Papa knows best. Take 'em and like 'em.' And who am I to blame the social workers if, thrown out in the night as they were, they didn't make much of a fist of interpreting themselves or their methods."

THINKING back over her recent trips around the country Miss Bailey recalled places where social workers, good ones too, technically speaking, had come and gone and left behind them no discernible trace in community life of confidence in progressive methods or in social workers as experts.

On the other hand, she reminded herself, she had followed the trail of workers who had gone into pretty backward communities and left understanding and confidence behind them. To them, it seemed, interpretation had not been something apart to be done when, as and if they had time, but a certain quality injected into every contact, in the way they said what they said, in the very clothes they wore. It was an ingredient like a chemical that permeated the whole job. And those were the places, she recalled, where a social philosophy was taking root and progressive methods growing into the continuing program.

To do the technical job well is important, she told herself, but technical efficiency isn't enough in the present muddled state of things unless along with it is sensitivity to the community setting and to its thinking and experience. "It isn't enough to use our insight to understand why the client acts the way he does; we must use it to understand everybody, especially ourselves." The social workers who have done things haven't merely followed behind community thinking but have kept step with it, a pace or two in advance perhaps, but not too far ahead. "If we get way out in front we have to spend half our time defending our position, or else we get a take-it-or-leave-it way with us, and neither one does us or our jobs any good."

"It hasn't been so very long since old Mr. Public didn't know a social worker from a dodo. But now, since events took the bushel off our candle, he thinks he knows all about us, and the fact that a lot of what he knows about some of us isn't so about the rest of us is just too bad for all of us.

"IT'S funny when you think of it, that as social workers began to see the public not as a solid mass but as a lot of little publics, groups and individuals, each approachable in the place where he is, the dear old public began to see social workers as a mass, as a cohesive unified body of people, thinking and acting alike, all claiming special competence. And only social workers know the degree to which that isn't so, know how unlike each of us is from another in everything but our good intentions. But old John Q. Public lumps us all together, jumps from the one social worker he knows to generalizations about the whole tribe of us, and, human nature being what it is, holds against all of us the sins of any of us.

"Now if that's a fair size-up of Mr. Public's attitude—and maybe it isn't—doesn't it follow that the concept of social work in any given community is the lengthened shadow of some social worker, good, bad or indifferent, dead or alive? If that makes sense it accounts for a lot of things, for while there are plenty of good social workers around there are dumb ones too, and both kinds of us are interpreting with every breath we draw, whether we know it or not, whether we like it or not."

The hotel room was quite dark now. Somewhere outside a clock chimed the hour. Miss Bailey pulled herself together and snapped on the light.

"Well, well, Amelia, you've had a swell time haven't you, settling everybody's business, with no one to talk back to you. But are you so sure, my dear, that all your bright little ideas would keep their dewy freshness out in the dust and heat of, well, say a campaign, chest or political? But doggone it, how can we ever interpret what we are a part of until we ourselves understand that part, until we do a little hard analysis of ourselves in relation to the public. And surely, while we talk so glibly about the necessity for interpretation, we need to do some good cold thinking about what we are interpreting and why and to whom. Just now we seem to be riding a lot of horses of different gaits going in several directions at once, and it isn't surprising that we're taking some falls and adding to our accumulation of more or less honorable scars.

"And now, my good woman, suppose you get on with your own job."

This is one in a sequence of occasional articles, "Miss Bailey Says . . .," in which that veteran of the relief organization sums up her observations of social services over the country and her discussions with workers close in to the job.

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The Common Welfare

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The AMA Has a Plan

SURPRISE of the month in the general field of health is a plan for positive action by the American Medical Association, announced in its official *Journal* just ahead of the release of the findings of the Health Inventory of the U.S. Public Health Service (see page 54). Josephine Roche, in her challenging address to the American Public Health Association last fall, is given credit for starting the committee machinery from which the board of trustees of the AMA finally acted. The board has resolved, in essence: that the association shall "stimulate" state and county medical societies to assume local leadership, securing cooperation of existing health and social agencies in determining for each county the prevailing need for medical and preventive medical service. ("A varying number of people may at times be insufficiently supplied with needed medical service," the resolutions allow.) Stress is put upon the county as a unit and upon determination of method by each locality, acting always through its medical society. An AMA headquarters committee has been set up, work on the plan actually is under way, and the AMA proposes to act as a "clearing house in the initiation, development and functioning of what may well evolve into a comprehensive system of medical care for all the people, according to the American plan of medical practice."

Vivid omen of change is emphasis in the AMA *Journal* upon that phrase so long relegated to the uses of social work: "Medical care for all the people."

Women's Wages

WAGE rates substantially increasing the pay of store clerks in the District of Columbia and in Utah and of laundry workers in New York soon will be established under the new minimum wage laws enacted when the U.S. Supreme Court upheld the Washington State law.

In the District of Columbia, a minimum wage of $17 for experienced women employed by retail stores goes into effect this month, as does the Utah rate of $16. According to a Women's Bureau statement, these minimum wages will mean a "raise" for every salesgirl covered in a 1937 survey of the Washington five-and-ten cent stores, in which not one woman was found to receive as much as $16.50 a week, 98 percent had earnings under $15 a week, and half received weekly wages below $12.50.

The first wage board to report under the present New York law established a new principle in minimum wage procedure—a guaranteed weekly wage for all women and minors in the laundry industry. The board recommended a minimum of $14 for cities and large towns, $12.80 for smaller places, the differential to be eliminated by December 31, 1939. Any worker employed any number of hours up to forty during the week worked would receive the minimum wage. In rural areas, the board recommended a flat rate of thirty cents an hour.

The board found it "impossible . . . to fix a minimum wage sufficient to provide adequate maintenance for the employes according to the standards submitted to the board by the Industrial Commissioner [see *Survey Midmonthly*, January 1938, page 3]. The board feels that it has taken a long stride in the protection of the lowest paid employes and that to do more at present might seriously affect the industry, and so indirectly the mass of employes." Public hearings will be held to permit discussion of the laundry wage board report before a wage order based on it is issued.

Aid for China

THE American Red Cross, at the request of President Roosevelt, has appealed for "a goodwill offering of as much as perhaps one million dollars . . . to aid in meeting the extreme distress of millions of civilian people in China." The funds, said Admiral Cary T. Grayson, national chairman, in transmitting the President's request to the 3700 Red Cross chapters, will be apportioned to existing agencies in China by the American Advisory Committee, a group of American residents appointed by U.S. Ambassador Nelson T. Johnson. The ARC will send no personnel to China and no purchases will be made in this country.

Not Only Ohio

WHETHER or not Governor Davey of Ohio signs the bills now before him for a "permanent" relief plan for the state, one fact cannot be discounted. These bills described by Fred W. Ramsey, Cleveland welfare director, as "cruel, harsh, extravagant, ridiculous and un-American," were passed by both houses of the legislature, passed by the duly elected representatives of the people of a great state where humane and progressive principles of social welfare services long have been pioneered and practiced.

The significance of the bills is in their abrogation of humane principles. They bar from relief not only aliens who lack first papers but also all persons who have lived less than six months in a county, two years in the state. Even harsher are the requirements that applicants must file "poverty affidavits" to be renewed every ninety days, and that not only are relief rolls open to public inspection but that they must be published once a month in "a newspaper of general circulation." Food orders—cash relief is out—are specified and must be called for "in person."

Competent observers of the troubled Ohio scene say that these bills were deliberately designed to "slap down" social workers and all their works. Behind this, say these observers, is the none-too-fine-hand of the political machine which social workers have consistently opposed. In addition there is the old war of country against town—"Social workers are city slickers"—and a substantial body of opinion that can't see why there has to be "so much fuss about a grocery order for Old Man So-and-So and his worthless family." Whatever lies back of it all, social workers, outraged by the bills and their implications for the clients and for the public welfare program of Ohio, were advised strongly by their friends at the state capital to "Keep away! Whatever you say at this time only makes matters worse."

Unfortunately this state of things is not exclusive to Ohio. Illinois social workers got the same advice from Springfield more than a year ago. Back of Pennsylvania's

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recent troubles (see page 51) which cost it the services of Karl de Schweinitz one of the country's highly qualified and experienced social workers, was spleen against the whole tribe, no less than a drive for political control of relief operations.

Obviously, something is out of joint in the relationship between social workers and the public, something which is a charge on the profession's own powers for analysis and influence. Part of this has been inevitable because of the forces that social workers have had to spur or oppose in these difficult times. But part of it has to do with their insecure grasp, as a whole, of the forces that mold public opinion; their short-comings, as a group, in making themselves and their work understood. These are the handicaps when, in a critical situation, they attempt to carry the public with them in standing out for decency and justice in dealing with human distress.

What Is a Nurse?

PROTECTING the public from the ministrations of polyglot thousands who have no claim in education or experience to the title of "nurse," and at the same time defending qualified practitioners—R.N.'s and practical nurses alike—from that intrusion into their profession, are joint aims of the current Nurse Practice bill, before the New York state legislature. Introduced last year with the sponsorship of the New York State Nurses Association and lost in committee [see *Survey Midmonthly*, April 1937, page 111] the bill this year has recruited wider support and, at last reports, was involved in committee conference with a similar bill introduced by an interested branch of the CIO.

If the bill as sponsored by the nurses' association succeeds, it will establish: definition of the practice of nursing, undefined in the present state nurse practice law; licensing of two classes of nurses, registered professional and nursing aide, with nursing by an unregistered person classed as a misdemeanor; provision for revoking a license for just cause; provisions whereby duly qualified nurses from other states, many of whom now are ineligible for technical reasons, may attain New York licenses.

Boosting Private Housing

THE bill amending the National Housing Act now only awaits action by the Senate after having been approved by the House. The President's sanction is a foregone conclusion. Senate and House conferees early in the year ironed out differences in the versions of the bill as previously passed. Between Senate and House differences the most liberal provisions were adopted, excepting that the proposed "prevailing wage" feature was discarded.

The new set-up raises the insurable limit from 80 percent to 90 percent of the value of properties not exceeding $6000 appraised value, built for and occupied by owners (with 90 percent of the first $6000 on homes appraised up to $10,000). It provides for a reduction of maximum interest charges on FHA insured loans to 5 percent not including servicing and insurance; authorizes the FHA administrator to fix the mortgage insurance premium on the diminishing balance instead of on the original face value of the loan. The revised bill further provides for a government guarantee of 80 percent on housing loans to limited dividend companies up to a value of $5 million for a single operation, and for the establishment of a mutual insurance fund which may insure up to $2 billion of mortgages on Congressional authorization with an increase of 50 percent if authorized by the President. Provision also is made in the measure for insurance of repair and modernization loans.

The increased building of large scale rental properties by private interests likely to result from this anticipated congressional action, should give a much needed boost to heavy industry, and at the same time should provide desirable homes on a rental basis for a large group in the moderate income brackets. However, the long range effect of the wholesale encouragement of the building of single homes for individual ownership deserves closer scrutiny. By making the required down payment only 10 percent—$600 or less—may there not be an unhealthy stimulation of home ownership among a group for which it always has been considered a mixed blessing? With a continued rise in construction costs and rentals, and in the housing shortage, everything may continue to go along well. But when, as, and if these conditions are reversed, and the mortgages are protected by their FHA loan insurance, is it not conceivable that the "little man" will find himself out in the cold, and Uncle Sam will be left holding the bag?

Progress Report

A RECORD of notable accomplishment and the possible extensions of its program are reviewed in the second annual report of the Social Security Board. The report covers the fiscal year closing June 30, 1937, when "not quite twenty-three months had elapsed since the enactment of the law, and some seventeen months since means were provided to implement it." The progress reported includes: the beginning of payment of old-age benefits and unemployment compensation; receipt of more than thirty million applications for account numbers from workers covered by the old-age insurance titles of the act; enactment of unemployment compensation laws in all forty-eight states, the District of Columbia, Alaska and Hawaii, covering some twenty-one million workers; provision of regular monthly financial aid to more than two million homes of needy aged persons, blind persons or dependent children; reinforcement of maternal and child-health services, services for crippled children, and child-welfare services through federal grants to the states.

In looking ahead to the extension of its work, the board holds "that as rapidly as experience warrants, protection against risks of unemployment and old-age dependency should be extended to groups of the population who, for administrative reasons, are not included at the present time. It also is the belief of the board that study should be continued of the feasibility of protection against additional types of risks to economic security."

These recommendations are in line with the findings of the American Institute of Public Opinion in a recent nation-wide poll of current attitudes toward the old-age pension plan. This survey showed that seventy-three persons out of a hundred approve the payroll tax for old-age pensions; seventy-four out of a hundred think the program should be broadened to cover "household help, farm hands, employes in small shops." Out of every hundred who were asked: "Do you think the social security law should be changed to make the employer pay the whole amount of the security tax?" eighty-five answered "No."

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The Social Front

Housing

BY mid-January almost half of the $300 million to be made available during the next two years by the United States Housing Authority for public housing, had been earmarked by Administrator Straus for projects in forty cities in nineteen states. Of the $146,645,000 allocated Michigan will receive $10 million, Illinois $19 million, Ohio $26,900,000, Pennsylvania $24,250,000, and New York $29 million.

By that same time eight of the low cost housing projects built by the now defunct Housing Division, PWA, had been leased by USHA to local housing authorities, three of them in Chicago, two in Louisville, two in Lexington, and one in Cambridge, Mass. This in line with the provision of the act providing that "as soon as practicable, the Authority shall sell the (existing) federal projects, or divest itself of their management through leases."

WPA Cooperates — Demolition of unfit housing remains on the list of approved WPA projects despite curtailment of WPA activity in other directions. Cities are thus enabled to use relief labor on a large scale to reduce the cost of clearing slums. During the three year period from November 7, 1933 to December 31, 1936 such labor was employed in thirteen states to wreck over seven thousand buildings comprising nearly 21,000 dwelling units.

In New York—In his message to the legislature early in the year, Governor Herbert H. Lehman of New York devoted much space to the subject of housing and slum clearance, recommending constitutional changes that would permit of state and municipal loans and subsidies to public housing authorities.

In preparation for the constitutional convention to be held in April agencies and individuals interested in promoting low cost housing have been considering this same matter. Several specific amendments under discussion would make possible state loans to municipal housing agencies; state grants-in-aid to local public housing agencies conditioned upon contributions from the localities; state loans to cooperatives, limited dividend corporations and other instrumentalities of the state; aid by cities, counties, towns and villages to public housing agencies through money, property or credit with exemption of indebtedness so incurred from the usual constitutional debt limitation. Other suggested amendments are concerned with reducing land costs through the broader use of the power of excess condemnation and the acquisition of reserve lands by cities and other jurisdictions in advance of the time they shall be used for housing and other public purposes.

Housing Management—Over 1500 people are enrolled in the course on housing management, consisting of twenty lectures and various field trips, now being conducted at New York University in cooperation with the New York Civil Service Commission and the New York City Housing Authority. Several hundred more applicants for the course were turned away because of lack of facilities. Pertinent to the subject of management is Abraham Goldfeld's interesting Diary of a Housing Manager, just published, in which he indicates the varied qualifications requisite to successful practice. Price $1 from National Association of Housing Officials, 850 East 58 Street, Chicago.

Recommendations as to approved practices in this field are offered by a committee of housing experts in a pamphlet Housing Management for Projects for Families of Low Income, issued by the Welfare Council of New York, 44 East 23 Street. Price 10 cents.

Buckingham Community—The first section of Buckingham Community at Arlington, Va., has been opened. The development was conceived and executed by the late Allie S. Freed, the mortgage money supplied by the Prudential Life Insurance Company under an FHA insured loan. Three fourths of the 622 tenant families, paying from $35 to $80 rent a month, have incomes ranging from $1500 to $3000 a year. The completed project will ultimately house 2000 families. One objective of this first development sponsored by the Committee for Economic and Social Progress, Inc., of which Mr. Freed was chairman, is to show the possibility of housing built for middle income families as an investment field for private capital and the further possibility that modern industrial methods applied to construction economies ultimately may enable private enterprise to supply new housing to families with much lower incomes.

Rent Control—As housing shortages increase over the country consideration of legislative control of rent increases, especially in dwellings occupied by the lower income groups, is coming to the fore. It is the conclusion of the representative of the organized tenants in New York, perhaps the most highly organized group of its kind in the country, that "first it is necessary to have rent control laws introduced and passed; second, to enforce these laws, strong tenant organizations are necessary; and third, to assist in making the laws workable, arbitration or mediation boards may well be necessary." These conclusions are embodied in bills prepared by the City Wide Tenants Union of New York, now before the legislature. Meantime various housing organizations, aware of past experience with rent control laws, are exploring the possibilities of arbitration as perhaps offering a more effective and economical method of ameliorating the situation.

News Notes—A housing library in memory of the late Henry Wright has been established by a group of his former associates. Located at the Federation Technical School, 116 East 16 Street, New York, it is open to the public. . . . The entire December issue of *Pennsylvania Planning,* official organ of the Pennsylvania State Planning Board, 928 North Third Street, Harrisburg, is devoted to a discussion of various aspects of housing. . . . At last housing in its own right has "made" the theatre. In New York City the Federal Theatre, WPA, is presenting One Third of a Nation, a "living newspaper" about housing, well conceived and well acted. The play is full of implications for any city or town, particularly complacent ones that say, "We have no slums."

Among the States

WHEN some thirty-odd state administrators of public welfare were exchanging experiences at the December conference of the APWA they agreed that in the matter of federal-state relationships the business of auditing was consistently a thorny point. Accordingly they asked the association to present to the Social Security Board three suggestions designed to clarify procedures. They were in substance:

That after a state plan has been approved and state policies established, any subsequent change in federal policies shall not be retroactive on the states through auditing procedures. States should not be penalized by charges for expenditures made in good faith on the basis of the current plan.

That the board attempt to find some practical way in which social judgment expressed by an agency staff will be supported by the auditors of the board, and that so far as possible such auditors refrain from an expression of social judgment in these cases. The audit should be

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based on an approved plan for certification of eligibility.

That the board consider some means of cooperation between the state and federal auditing forces to reduce wherever possible the required work to one audit instead of two separable audits.

To these suggestions the office of the executive director of the Social Security Board replied in substance:

"That the board has established few policies of a restrictive nature and those have been submitted to the states prior to the date on which they were expected to be in effect." It agrees to the principle and will act upon it.

That the board "believes that an audit of accounts in any field must be based on an understanding of acceptable standards of operations in that field and, if properly conducted, should provide one basis for establishing and improving the use of those standards. The determination and evaluation of such standards are functions of the state agency staff in which our Bureau of Public Assistance has always been willing to cooperate; the function of the auditor is to audit the accounts and supporting data on the basis of such standards rather than to determine or evaluate the standards. Any exceptions resulting from inadvertent overstepping of the audit function in the past will be considered in Washington on the basis of properly determined standards and will not lead to disallowances if the state's practices are in conformity with such standards."

That the board "will be glad to consider proposals from the public assistance authority in the states with respect to cooperative effort between state and federal auditing forces. The board staff has already made some exploratory studies of the possibility of cooperating with state agencies in this respect."

Worried—As one means of treating the headache which seems to attend Oklahoma's administration of old age assistance, a newly appointed member of the State Public Welfare Commission has recommended that county directors should come from counties other than those in which they work.

Oklahoma finds itself considerably worried by statistics from Washington which show that 59 percent of its citizens of sixty-five or more years of age are on the old age assistance rolls, while the percentage for the rest of the country is 19.2. The state is not at all clear however, local charges and counter-charges being what they are, whether it is radically wrong in its "open-handed policy," or is doing its duty more generously than the other states. In October the average monthly allowance to 68,483 recipients was $14.90.

Colorado's "Jackpot" — Financial chickens came home to roost in Colorado last month when under a constitutional amendment passed in 1936, the state was obliged to pay a bonus of $27.77 to each of its 34,804 recipients of old age assistance, the total amounting close to a million dollars. Meantime the state's general funds are running a heavy deficit, many services are facing suspension and all departments are "lopping off employes right and left" in a program of rigid retrenchment. Colorado's amendment requires a $45 maximum monthly allowance to all needy residents of sixty or more years of age. Security board matching of 50 percent applies only up to $30 a month to persons over sixty-five. Moreover the amendment requires that any surplus of funds earmarked for old age payments shall be disbursed evenly among recipients at the end of the year. Hence the bonus—Colorado calls it the "jackpot"—which brought January payments to an average of $67.36.

To finance old age allowances the amendment earmarked 85 percent of the state's biggest source of revenue, the 2 percent sales tax, and a like proportion of liquor and other excise taxes. Thus while the aged are receiving relatively generous treatment other state services of every kind are being stripped and some of them threatened with suspension.

WPA

THE beginning in many states of payments of unemployment compensation raised urgent questions of where WPA employes came in. From Washington come policy rulings that take account of present and potential WPA workers.

Concerning workers currently engaged on projects but who, in earlier private employment, have accumulated benefits, the federal WPA says that "they are expected to file claims" for such benefits, but that their employment "on the works program shall not be affected until their eligibility for benefits, in the absence of Works Program employment," has been determined by the state unemployment compensation agency. The statement of policy goes on to say, "After this determination, the worker shall be separated from employment on the Works Program and shall not be considered as eligible for reemployment during the waiting period, nor during the period in which compensation benefits are paid. At the expiration of the period during which compensation benefits are paid, the worker shall be entitled to reemployment on the Works Program in the same manner as persons returning from private employment.

"In order to give the state unemployment agencies opportunity to make the necessary arrangements to facilitate the payment of unemployment compensation benefits, permission has been given to the states concerned to postpone putting this regulation into effect until March 1, 1938, or until such time as benefit payments begin."

Concerning persons with accumulated benefits who are technically eligible for Works Program employment but not currently employed thereon it is ruled that they "shall not be eligible for employment on Works Program projects until after the expiration of the period during which unemployment compensation benefits are paid. At the end of that period, eligibility for employment on the Works Program shall be determined in accordance with regular certification procedure."

Going Down—A shrinkage in WPA expenditures in New York City of more than $48,300,000 between the last six months of 1936 and the same period in 1937 is reported by Lieut.-Col. Brehon Somervell, local administrator. Payroll expenditures were reduced about 31 percent; other expenditures about 69 percent. On July 1, 1936, there were 197,536 persons on the payroll of whom 3041 were employed on administration. A year later 159,743 persons were employed, 2971 of them on administration. By January 1 of this year the total had been reduced to 133,236 of whom 2365 were on administration. During the last half of 1936 the average number of relief persons on WPA was 176,875; of non-relief employes, 11,720. During the last half of 1937 the monthly average of relief employes was 130,354, a drop of 27 percent; of non-relief employes 4877, a drop of more than 59 percent.

From July 1 to December 31, 1937, 60,909 persons were dropped from WPA payrolls, as against 33,515 during the corresponding period of 1936. During the last six months of 1936 some 21,309 persons voluntarily left their WPA jobs; during the same period of 1937, 18,453.

Three Years' Figures—The report to the President of Harry L. Hopkins, Works Progress administrator, on the employment provided and projects operated under the emergency relief appropriation acts of 1935, 1936 and 1937, is a document of historical no less than of current importance. To garner only a few facts and figures from the exhaustive compilations:

In September 1937, the net number of recipients of general relief and workers from relief rolls on projects of the WPA and other federal agencies amounted to about 2,700,000. If allowance were made for the additional households assisted through CCC and NYA, aid to dependent children and the blind, old age assistance, and rural rehabilitation grants, the aggregate total would be increased by about 50 or 60 percent. During September 1937, roughly 10 percent of the people in the United States received public aid in some form.

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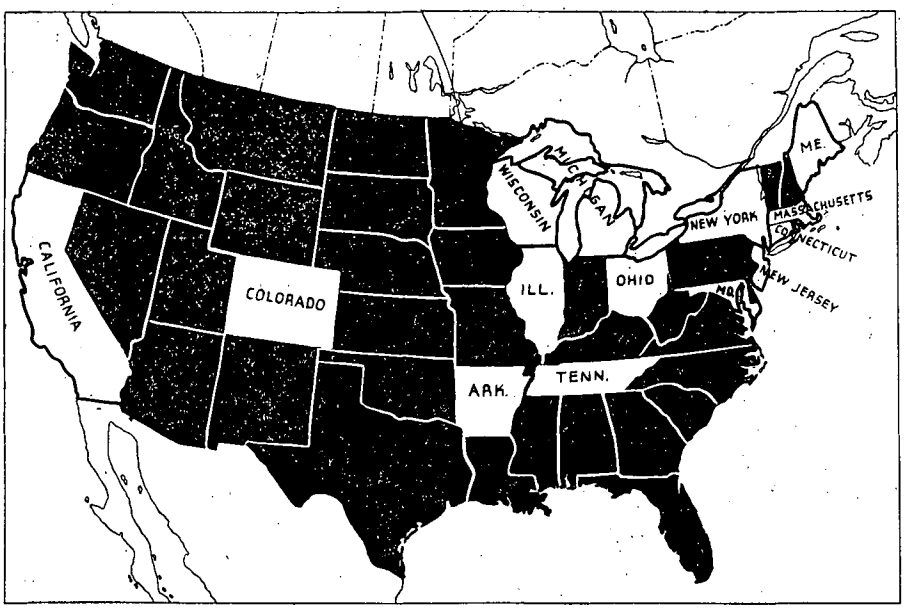
As of October 31, 1937, total funds provided under the three Emergency Relief Appropriation Acts amounted to approximately $8,421,000,000; total expenditures to $6,893,000,000. Funds expended by the WPA alone aggregated $3,623,000,000, of which nearly 92 percent went for the prosecution of work projects predominantly under local sponsorship. The NYA, its student aid and work project activities, accounted for 3.1 percent of the total WPA funds; administrative allocations for both the WPA and NYA for 4.2 percent. Remaining expenditures were made in connection with drought relief and land utilization supervised, chiefly by the Resettlement Administration but financed from WPA allocations.

Earnings of workers accounted for over 85 percent of all WPA expenditures through June 30, 1937. Materials, supplies and equipment took 8.2 percent of the total; rent of buildings and equipment, 5.4 percent; other expenditures, principally for communication, transportation, and similar services, a little more than 1 percent.

Over the whole period of WPA operations the expenses borne by sponsors of projects aggregated about 12.9 percent of total costs. The ratio rose from 12.4 percent in the last six months of 1936 to 21.2 percent in the four months ending October 31, 1937. Sponsors' expenditures were predominantly for other than labor costs. These costs of project operations were divided between the federal government and sponsors on about a 3 to 2 basis in the last half of 1936 and nearly evenly during the first half of 1937. In the July to October 1937 period sponsors bore 64 percent of the total nonlabor costs.



With the merit system admittedly the white hope of public administration the map above (courtesy of the Civil Service Assembly of the United States and Canada) indicates how few states have accepted the principle. Five of the "white states," Connecticut, Maine, Michigan, Tennessee and Arkansas gained that status only last year when they passed civil service legislation and established personnel agencies

In Pennsylvania

THE "state of investigation" which swept over the Pennsylvania Department of Public Assistance late last year [see *Survey Midmonthly,* December 1937, page 385] ended early in January when Karl de Schweinitz, the secretary, presented his resignation, "effective today," thereby refusing to accept the terms implied in Governor Earle's decision to retain him in office.

The investigation was entrusted by the governor to a committee of three lesser state officials, all politically sponsored, drawn from departments where no merit system prevails. It took two directions. The first was of auditing procedures, turned over to eight firms of certified public accountants. Their report has not been made public but it is understood that it gave the department a clean bill of health. The second was of what might be described somewhat loosely as social work methods. This was assigned to a rather heterogeneous group of investigators including, it is said, certain former employes of the DPA, discharged for cause. Its investigation was not based on a real sampling of the case load but on cases selected because they had been longest unvisited.

The original charges brought against Mr. de Schweinitz and his administration by Mrs. Emma Guffy Miller, National Democratic committee woman, were of inefficient administration and "overspending," but the inquiry of the investigating committee seemed directed rather toward turning up evidence of intensive case work. Without any advance information on this committee's report Mr. de Schweinitz was summoned to the governor's office to hear it read and to be questioned by others so summoned, among them persons who had led the attack on his administration. Later he was given the opportunity to study the report and made public a comprehensive statement concerning it, detail by detail. Access to the accountants' reports was denied him.

At this point State Treasurer Ross undertook a new investigation of the Department of Public Assistance and at about the same time the governor announced appointments to the new county boards replacing the old poor boards which expired on January 1. [See *Survey Midmonthly,* July 1937, page 228.] Mr. de Schweinitz' estimate of these appointments was expressed in his statement on his resignation:

"With the exception of one or two counties, these appointments have been dictated by the Democratic county chairman, and already the activities of local politicians . . . have been so evident that it was necessary for me to issue a memorandum to the boards, warning them against political interference. The suggestions of public-spirited citizens and civic organizations for the membership on these boards were almost entirely disregarded, except when they happened to coincide with recommendations previously made by the county chairman or, in a few instances, accepted by them. The membership of many of these boards promises nothing better than what the poor boards represented."

Meantime a group of influential citizens and social workers had undertaken active steps to crystallize public opinion against political maneuvering in the area of relief and public assistance, and to "put up a fight." They did not question the governor's authority to remove a member of his cabinet, but they were deeply disturbed by the course of events and their implications for the future of the department and its services. While this group was girding itself for action the governor, without previously informing Mr. de Schweinitz, announced through the press his decision to retain him in office, with Arthur W. Howe, Jr. assigned to the department to supervise certain changes in the business administration. Mr. Howe, a former business associate of the governor, had had various assignments under his administration.

Mr. de Schweinitz, though advised by many of his friends that "the fight had just started," concluded that he could not continue in office without the governor's "active backing of the program he claims to support," and presented his resignation. "It is no longer a question of preventing politics from entering relief. The door has already been opened. . . . It is now time that the administration should take responsibility for its assistance program and should demon-

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strate the kind of efficiency that it purports to be concerned with." Mr. de Schweinitz left immediately on a western trip. Mr. Howe since has been appointed secretary of public assistance.

ON THE HEELS OF ALL THIS COMMOTION the Employment Board for the Department of Public Assistance, authorized, by the same laws which reorganized the department, to set up a merit system, held its first written examination for the positions of county executive directors, supervisors, visitors and certain other quasi-technical posts. Since, under the law, there was no eligibility requirement of "special scholastic education or special training or experience," anyone could take the examination, and some thirty-odd thousand did—with about 3000 jobs to be filled. About 115 persons took the written examination for the directorship of the Philadelphia County Board, held since 1932 by Dorothy C. Kahn.

The final grade of an applicant will be determined by combining his rating on each part of the examination which consists of "one or more of the following elements: practical work test, written test, oral test or interview, examination of personal qualifications as shown on the application form, as related to the duties of the position under consideration." Appointments must be made from among the three who top the eligible list.

At this writing the Employment Board has made no announcement as to procedure on weighting the various "elements" in the examination or on preferential rating for experience. The Philadelphia local of the State, County and Municipal Workers of America, pressing for a 50 percent rating for experience, was urged by Governor Earle to use the conference method rather than the sit-down strike to advance their case, and was assured that the governor would recommend to the board a preferential rating of not less than 10 percent. The new staff must be ready to function on March 1.

Insurance

THE shortest name found on the 36 million account-number cards in its files, the Social Security Board announces, is "E." The board declines to state whether "E" is Mr., Mrs. or Miss, or to give the address of "E." There are 608 registrants whose names begin with "X." The most common name is Smith, with approximately 392,000 registered. The next most common tribe are the Johnsons, with more than 300,000. Then come the Browns, the Williamses and the Joneses, each with more than 200,000.

Records—Wage earners who have lost their social security account number cards may now obtain duplicates from the field offices of the Social Security Board, located in 323 key cities. . . . The Social Security Board has issued a new form to be used by workers who wish changes made in the records which the board maintains for them. The chief changes which workers have expressed a desire to make are in birthdate and in name. Many workers, in their original applications could give only an approximate birthdate, and have since ascertained the exact date. Some workers desire to note a change made in name by marriage, or a legal change; others who have registered under the name by which they are ordinarily known, wish their name at birth recorded.

Lump Sum Claims—Payment of 53,237 lump sum claims was made during the first year's operation of the old age insurance system, to wage earners who had reached the age of sixty-five, and the estates or relatives of those who had died. Each payment amounted to 3½ percent of the total wages paid the worker after the social security act went into effect. The money paid to claimants amounted to $1,277,516.28. The average payment was $24. After the early months of the year, when payments were very small, the averages rose steadily until November, when the average for the month was $27.78. The end-of-the-year analysis of records shows that the claims paid ranged from 10 cents to $358, the amount paid the estate of a man who had been receiving salaries from more than one job.

Compensation

MORE than 1,162,000 claims for unemployment benefits were filed in twenty-two states and the District of Columbia during the first week of January, when benefits under the unemployment compensation laws in these jurisdictions became payable. These claims increased the rolls of the federal-state employment service to 4,874,924 registrants, about three fourths of them men, one fourth women.

Administration — Of 350,000 claimants for unemployment benefits in Pennsylvania during the first week, about 20 percent failed to report to the employment offices to renew their claims. Revival of employment in private industry was credited for this reduction in the number of claims. . . . According to preliminary estimates by the Bureau of Insurance Control in the New York State Labor Department, more than 50 percent of those who have applied for unemployment insurance benefits have been found eligible and will receive checks. It is estimated that from 10 to 20 percent of those found eligible will obtain employment before their first benefit check is due. . . . New York authorities have provided forms on which each applicant for unemployment benefits will be notified as to his status, whether he is or is not found eligible when his application is checked against the records. If he is not eligible he will be told why; if he is, he will be told his weekly rate, and for how many weeks of total unemployment he will receive compensation. . . . Of benefit applications so far filed in New York State, about 10 percent lack an account number, about 8 percent give no address. . . . A committee has been appointed by Industrial Commissioner Elmer F. Andrews to study the operation of the New York State unemployment insurance law and to make recommendations for improving the service to employers and workers. William Leiserson of the National Mediation Board is chairman of the committee, the other two members of which are Abraham Epstein and Col. John P. Jackson.

Coordination—The New Hampshire unemployment compensation division has announced the establishment of an information service to aid local relief officials in cutting down the relief allowances of persons receiving unemployment benefits. Information on the amount of benefits will be made available only to state, county or local relief officials.

Insurance Movie—Moving pictures entitled "Your Job Insurance" have been produced by the Social Security Board and are now being shown in the moving picture theaters of ten states. In a ten-minute reel is told the story of Steve, a workman insured under the law of the particular state where the picture is shown. By Steve's experience it is made clear how the state law works, and what the worker has to do to obtain benefits in a period of unemployment.

Coverage Extended—In Great Britain, 170,000 domestic servants employed in clubs, hospitals and other public institutions are to be brought under the unemployment insurance program in April. Ernest Brown, minister of labour, states: "Except for private servants and nurses, almost every employed person in Britain earning £250 annually or less will be included in the state social security program or be eligible for a pension otherwise."

Proposed Change—In Alabama, the state federation of labor is seeking to extend the provisions of the state unemployment compensation law to cover unemployment due to strikes and lockouts. . . . A bill before the New York legislature would extend the coverage of the state unemployment compensation law to include between 150,000 and 200,000 persons whose salaries of more than $3000 have heretofore prohibited them from receiving any benefits. It is estimated

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that the measure would add $7 million annually to the state's receipts under the law by permitting the state to collect from employers a part of the amount which must now be paid to the federal government. It would not increase the contributions now paid by employers. . . . A bill probably will be introduced in this session of Congress establishing an "exclusive railroad system of unemployment insurance." A preliminary draft proposes to retain the present 3 percent tax on payrolls, which yields some $66 million a year from railroads, and to put the system under the Railroad Retirement Board.

Recreation

THE outstanding event in Chicago's recreation program this winter is the final appearance of Volume I in the long anticipated recreation survey jointly sponsored by Northwestern University and the Chicago Recreation Commission.

The seed of this study was planted in the old CWA days in 1934. It has been watered by CWA, IERC, WPA and NYA funds, and cultivated by a procession of gardeners under these four alphabetical groupings. It has suffered from drought on several occasions when federal and state work relief funds dried up completely, and has been all but uprooted a number of times. But thanks to the patient and solicitous care of Prof. Arthur J. Todd, assisted by a technical and editorial staff from Northwestern University, it at last has borne fruit.

Volume I is the first of four. It deals, voluminously and explicitly, with public recreation in Chicago. It makes no attempt at evaluation but is a gold mine of facts. A glance at the first chart reveals (to choose at random from a long alphabetical list) that the Chicago Park District and Bureau of Parks, Recreation and Aviation have jurisdiction over 122 baseball diamonds and five bridle paths, twenty-five model yacht basins and fourteen music rooms, 550 tennis courts and four pistol ranges. An excellent index makes information on all public recreation in Chicago, from archery ranges to zoos, easy to locate on a moment's notice. Even Chicagoans who know their city well may be surprised to discover from the colored maps on distribution of population by age groups, that one of the two Chicago communities having the greatest proportion of children under five is the area nearest to the loop.

The second volume of this survey will deal with commercial recreation; the third with private recreation; the fourth will break down all this assembled material into seventy-five community areas, and tell the whole story of each.

The Chicago Recreation Commission is a non-political, unsalaried group of more than forty citizens appointed by Mayor Edward J. Kelly in March 1934. One of its first official acts was to assume responsibility for the recreation survey, which had just lost its second sponsor because of the abrupt cessation of all work relief projects under the Illinois Emergency Relief Commission. In addition to sponsoring this study the recreation commission has planned and stimulated recreation developments in Chicago, published and distributed a free recreation directory, kept public interest alive by excellent newspaper publicity, and organized active recreation committees of laymen in a great many local neighborhoods. Its chairman is Dr. Philip L. Seman, director of the Jewish People's Institute.

In Print—The City-wide Boys' Work Conference of Boston has published as issues of its *Boys Work Exchange:* Recreation and Social Integration of the Individual, by Dr. James S. Plant; and Recreation as the Social Worker Sees It, by Frank L. Havey. Nos. 1 and 2, respectively, vol. 6 of the *Exchange,* from the conference, 739 Boylston Street, Boston. . . . Now available are mimeographed reports of leisure time surveys made recently in San Antonio, Tex. (132 pages), and in Shreveport, La. (171 pages), by Eugene T. Lies and Grace Pettet of the National Recreation Association. Price $1 each, from the City Recreation Department, City Hall, San Antonio, and The Community Fund, First National Building, Shreveport.

Youth and Education

SIX hundred student delegates from 200 colleges and universities, gathered at Vassar late in December in the third annual convention of the American Student Union, reversed their position on the Oxford Pledge and adopted a "policy of collective security." The report on the Oxford Pledge, which the meeting adopted, reasoned: "Our concern is to keep America out of war; this demands a positive peace policy now. The Oxford Pledge talks fatalistically about what we will do when war comes. Our concern is with how to prevent war from spreading; how to maintain the peace we have; how to restore the peace that has been shattered by fascist aggression." The peace program outlined called for American leadership in organizing cooperation of democratic nations to embargo war supplies, raw materials, loans and credits destined for aggressor nations; and modification of our neutrality act to distinguish between aggressor and victim.

Radio—A five-year study of radio broadcasts planned for school use has been launched under the direction of I. Keith Tyler, bureau of educational research, Ohio State University. The first two years of the project are financed by a General Education Board grant. Chicago, New York, Detroit, California, have been selected as the centers for the study because in each of these places school broadcasts are originating. The study will cover school broadcasts in the fields of the social studies, science, and the arts, and will include national, regional and local programs. Particular attention will be given to changes in attitudes and development of new interests through school broadcasts.

Educational programs for adults in evening hours definitely reserved for that purpose will be attempted soon by the Columbia Broadcasting System. A committee of educators and publicists headed by Lyman Bryson of Teachers College, Columbia University, will plan the new programs.

Youth Administration—The American Youth Congress, meeting in an emergency session in Washington, urged the expenditure of the maximum congressional allowance of $75 million by the NYA as a means of offsetting the effects on youth of the current business recession. NYA expenditure of $38 million during the current year has been authorized. . . . Plans to continue the work-experience project at Passamaquoddy Village, Me., have been approved by President Roosevelt. The group of 228 youths drawn from New England families on relief who were sent to 'Quoddy Village June 1 for training and experience in various skills and crafts returned to their homes October 31. The second group of 150 students will include young people from New York as well as New England.

School Health—One third of New York City's classrooms are inadequately lighted even on a bright sunny day, a recent Board of Education survey discloses. Accepting a minimum standard of fifteen foot-candles of intensity as necessary, the report states that on average dark days 74 percent of the desks do not receive this minimum. Even with artificial lighting, 65 percent of the pupils—about 700,000—carry on their classroom work under "extremely trying seeing conditions." The report includes recommendations for improving conditions in the present buildings and for better illumination in new schools.

Illiteracy—A campaign to stamp out illiteracy in Louisiana has been launched by the State Department of Education and the WPA. An experiment has been started in three parishes which, it is hoped, will supply data for a state-wide

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program beginning in the fall. Classes are being conducted in rural schools, churches, homes, vacant stores. Enrollment already totals about 2900 Negro and 300 white illiterates. Both white and Negro teachers are conducting the classes. . . . "Appalling facts" on the number of children who cannot read and write in Alabama are quoted in *Alabama Social Welfare* for January. Recent figures for children eight to sixteen years of age in the state show a total of 50,811 illiterates—48,956 rural children, 1855 city children. Of these, 33,685 are Negroes, of whom 32,624 live in the country, 1061 in cities; and 17,126 are white children, 16,332 rural, 794 city.

Negro Youth—A study to determine "what effect the minority racial status of Negro youth has upon their personality development" will be made by a special committee for the American Youth Commission, 744 Jackson Place, Washington, D. C. Will W. Alexander, Farm Security administrator and a member of the commission, is chairman of the committee. The study will be directed by Robert L. Sutherland, head of the division of social sciences, Bucknell University. The case study method will be used, with personality inventories and attitude tests for a large number of individuals. "Data will be sought through a consideration of the influence of segregation and isolation; the bearing upon personal stability of a narrow occupational horizon; and the effects of limitation of participation in civic and social activities." Two guidance centers for Negro youth will be established.

Study and Report—References on Leisure Education, an annotated bibliography, is published by the American Association of School Administrators, a department of the National Education Association, 1201 16 Street, N.W., Washington. Price, 25 cents. . . . The National Occupational Conference, 551 Fifth Avenue, New York, offers four more of the series of pamphlets each giving an abstract and bibliography of literature in a vocational field. These are on aviation, diesel engine occupations, occupations of the radio service man, and of the air conditioning engineer. Price, 10 cents each.

The Public's Health

WITH the publication of findings of the National Health Inventory, vast two-year fact-finding job of the Health Institute, U.S. Public Health Service, the nation has its first life-sized answers to vital questions of health: Who and how many people in the United States are sick at a given time? What is the nature of their disability? How much medical and nursing care do they receive? How do the amounts of total sickness and of care received relate to economic condition?

White-collar WPA workers, employed with the aid of $4 million of WPA funds, asked the questions in a house-to-house canvass which reached 2,800,000 persons. These included 740,000 urban families in eighty-four different cities of nineteen states, a total of 2,660,000 persons; 36,000 families in twenty-three primarily rural counties, a total of 140,000 persons. Findings were coded and correlated, during months of painstaking work, by a staff which at its peak numbered a thousand workers—also WPA. The coding job alone required 13,000 "man-months" of work, while editing, verification and checking through repeated processes was another vast undertaking.

The plan and method for the inventory were laid out with great care to attain the highest degree of medical and statistical accuracy. The work was directed by Dr. L. R. Thompson of the National Institute of Health; G. St. J. Perrott, project director, and Clark Tibbitts, field director. Technical aspects were handled also by Selwyn D. Collins, principal statistician, and Rollo H. Britten, senior statistician.

"ON AN AVERAGE WINTER DAY," THE census computes, six million people in the United States are unable to work, attend school or pursue their other usual activities, on account of illness, injury or gross physical impairment resulting from disease or accident. In other terms, an average of 4.5 percent of persons of all ages were found to be "on the sick list," thus defined, on the day canvassed. For persons of sixty-five years or over, this proportion fluctuated to about one in every eight, while only one in forty of ages fifteen to twenty-four was disabled. Among those under fifteen years, as well as among the twenty-five to sixty-four-year-olds, about the same proportion of illness was found, slightly over 4 percent.

In terms of time lost from usual activities (counting only illnesses which caused disability for a week or more), this means for the country as a whole a quarter billion days each year. For the average person this is about ten days annually of incapacity from injury or illness lasting a week or longer. Chronic disease alone, in these statistics of mass and average, accounts for six of the ten days incapacity per person per year.

Analyzing the sick list by the afflictions it includes, it appears that on this average winter day acute respiratory diseases accounted for a million and a half of the six million disabled persons. Approximately two and a half million were disabled by chronic diseases—such as rheumatism, heart disease, diabetes, tuberculosis, asthma, nervous diseases, ulcer of the stomach. Injuries due to accident accounted for the disability of about a half million persons, while acute infectious diseases afflicted about 250,000 persons, mostly children. Appendicitis and acute diseases of stomach and liver disabled another 250,000.

MOST SIGNIFICANT OF THE INVENTORY findings are the correlations between illness, medical care and annual income. The families canvassed were divided for purposes of the inventory into: families with income in excess of $2000 (only 20 percent of the whole group canvassed); middle group with total family income between $1000 and $2000 (40 percent of entire group studied); and the group with annual family income under $1000 (the remaining 40 percent), of which about half had received some form of public relief during the twelve months preceding the canvass. Certain findings are presented also, for what is considered the "comfortable" income group, families with $3000 a year or over.

The data now released confirm the findings of earlier surveys that frequency of illness is highest among the lowest income groups. Illnesses disabling for a week or longer occurred among families on relief, 57 percent more frequently than among families with annual incomes of $3000 or over. The highest frequency rates, both for acute and for chronic illness, were found among the relief population. In acute illnesses, the relief group exceeded the "comfortable" income group by 47 percent; in chronic illness by 87 percent. During the year of the survey, two persons on relief were disabled for one week or longer for every person in the middle and highest income groups.

Illness disabled the wage earner of only one family in 250 among the highest income group (over $3000) while in non-relief families with income under $1000 this calamity was found in one in every thirty-three families; in relief families, one in twenty.

Not only do relief and low income families suffer more frequent illness than do higher income groups, but the average case of disabling chronic illness in relief families is of 63 percent longer duration than among the "comfortable" group. Thus the estimated annual days of disability (chronic and acute) among the relief group total 15.3; for the non-relief group under $1000, 11.7; the $1000 to $2000 group, 7.6; the $2000 to $3000 group, 7.1; over $3000 group, 6.6.

AS MIGHT BE EXPECTED, CARE BY PHYSICIANS for disabling illness (lasting a week or longer) among the lower income groups, was found to be markedly deficient. Even among "comfortable" families, 17 percent of disabling illness did not receive a physician's care. Among relief families 30 percent of such

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illnesses were unattended by a doctor, though these are, for the most part, records of the relatively well-provided period of Federal Emergency Relief, when some allowance was made for "medical relief." Among families not on relief but with incomes of less than $1000, 29 percent of illnesses were not under a physician's care.

Private duty nursing in disabling illness was available to only about one percent of the relief cases, and to approximately 3 percent of cases in the $3000 and upwards level. A higher volume of visiting nurse service was given to relief and low income groups (13 percent) than the 3 percent given to "comfortable" families.

The relief population was hospitalized at the annual rate of sixty-three cases per thousand persons surveyed (both sick and well) as compared with forty-five persons per thousand of population among persons in the "comfortable" income class. This percent must be related, however, to the much higher percent of disabling illnesses among the general relief population. In percent of disabling illness hospitalized the story is: among the non-relief population with incomes under $1000 the lowest rate, 24 percent; among the relief population, the next lowest rate, 26.8 percent; among the "comfortable" families, 30 percent.

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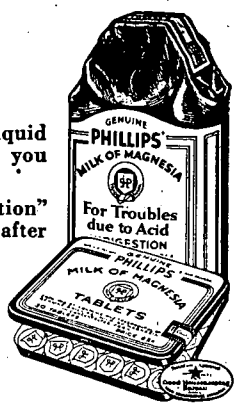

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Just alkalize your excess stomach acidity quickly by this fast Phillips' method:

Take two teaspoons of Phillips' Milk of Magnesia 30 minutes after each meal, or two Phillips' Milk of Magnesia tablets, each tablet containing the equivalent of a teaspoonful of the liquid form. Almost immediately you enjoy relief.

Always avoid "acid indigestion" discomfort this easy way after heavy meals or late hours.

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Literature on Request

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Professional

IN the school year that ended last October the New York School of Social Work awarded 115 diplomas, the largest number in any year in its history. By the end of that month, 102 of the graduates were employed in social work, forty-three of them in New York City, the rest scattered all over the country and as far afield as Chili and Hawaii. Of the 102, twenty-three were in jobs in public agencies.

Scholarships—For 1938-39 Teachers College, Columbia University, offers to graduates of normal schools and colleges or to teachers now in service a limited number of scholarships and teaching fellowships in work with the mentally, physically or socially handicapped. Full information from Prof. Merle E. Frampton, 525 West 120 Street, New York.

Vol. 1, No. 1—New publications announced for early appearance which will be of interest to social workers include: *Psychiatry,* A Journal of the Biology and the Pathology of Interpersonal Relations, published by the William Alanson White Psychiatric Foundation, Washington, D. C., quarterly; *Social Problems,* a magazine devoted to the Critical Examination of the Ills of Contemporary Society, published by the sociology department of Mount Saint Joseph College, Philadelphia, monthly except July and August; *Cooperative Health,* published by the Medical Bureau of the Cooperative League of the U.S.A., monthly.

After the Depression—Friends and supporters of the Philadelphia YMCA are making a determined effort to rehabilitate its financial structure shaken by years of depression conditions. Some months ago its liabilities totaled more than $5 million. Through the cooperation of creditor groups and the relinquishment of the central properties to the mortgage holder, indebtedness has now been reduced to some $600,000. During the present year a determined effort will be made to raise $1 million to buy back the central properties which cost $4,400,000 and which are admirably adapted to "Y" work. A similar effort will be made to extend the membership of the branches and to strengthen the program, especially for boys.

State Coordination—Wisconsin has what its organizers believe to be the first state coordinating committee of its kind. Its purpose is "to do at the state level what local community or coordinating councils do at the local level." Organized through and interlocking with the State Conference of Social Work, it has its own officers, membership and committee set-up through which it seeks to coordinate activities of local groups and associations in the state on public welfare matters, particularly on specific state-wide projects. Approximately fifty organizations now are affiliated in the committee. Its first project is the dissemination of information gathered by the Citizen's Committee on Public Welfare for its recent report to the legislature. Cooperating are the state university and various public departments.

Elected—Two newly-elected members of the Central Committee of the American Red Cross are George L. Harrison, president of the Federal Reserve Bank of New York and Lloyd B. Wilson, president of the Chesapeake and Potomac Telephone Company of Washington, D. C. They succeed Alfred E. Smith and Cornelius N. Bliss, of New York, resigned.

Wesley C. Mitchell, professor of economics at Columbia University, was elected president for 1939 of the Amer-

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ican Association for the Advancement of Science. George D. Birkhoff of Harvard is the 1938 president.

Sage News—The 1937 edition of the Social Work Yearbook, edited for the Russell Sage Foundation by Russell H. Kurtz, has had a second printing to meet the demand occasioned by sales already well beyond that of all previous editions. . . . The biggest first printing ever made of a Russell Sage publication has been ordered for The Public Assistance Worker, another of Mr. Kurtz' editorial children. (See page 60) . . . Leader in bookstore interest among Sage books of 1937 is Allan Eaton's Handicrafts of the Southern Highlands. [See *Survey Graphic,* November 1937.] Mr. Eaton recently arranged an exhibit of rural arts of America for the seventy-fifth anniversary celebration of the U.S. Department of Agriculture. So popular was the exhibit that its duration was extended and there were requests that it be permanent.

On the first of February the Russell Sage Foundation created a new department of consumer credit studies. This is really a descriptive re-christening of the department of remedial loans which has grown steadily since 1930 and now is directed by Rolf Nugent.

Coming Events—Member groups of the American Council of Guidance and Personnel Associations will hold their annual meeting February 23-26 in Atlantic City, N. J. . . . The American Association for Adult Education will meet May 16-18 at Asbury Park, N. J. . . . The National Conference of Jewish Social Welfare will be held May 28-31 in Washington, D. C. Harry Greenstein of Baltimore is the president.

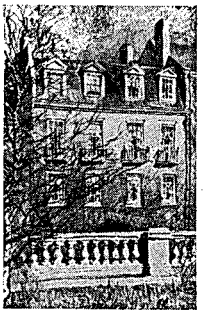
Still to come in a current series of lectures for the benefit of the Affiliated Schools for Workers are: Labor Culture, by Tom Tippett, February 15; Foreign Labor Movements as seen from the International Labor Office, by Carter Goodrich, March 1; Philosophy of Workers' Education, by Eduard C. Lindeman, March 8. Information from the schools, 302 East 35 Street, New York. . . . New York University, division of general education, has announced a new occupational training course in child care intended for those vocationally interested in the care of small children. It will be given on ten Tuesday afternoons beginning February 8. . . . The New School for Social Research, New York, in its spring curriculum has added several new courses for social workers: Social Security and Social Work, given by Frieda Wunderlich, for many years in social welfare work in Germany; Whither Social Work, Issues and Trends, by Leonard W. Mayo of the Welfare Council of New York City; Social Case Work and Social Resources, by Mary Louise Whitehead, chief of social service, New York Hospital. Information from the school, 66 West 12 Street.

The Pennsylvania Conference on Social Work will meet February 15-19 in York, Pa. Information from H. A. Waldkoenig, secretary, 743 Woolworth Building, Lancaster.

The fourth annual conference on Conservation of Marriage and the Family will be held April 12-15 at the University of North Carolina, Chapel Hill. Information from R. M. Grumman, extension division of the university.

Organization News—The National Safety Council is twenty-five years old this year. Its Silver Jubilee celebration will take the form of a year-long intensified effort for safety of all kinds. . . . The Associated Charities Society of Charleston, S. C. has reached the honored landmark of fifty years.

A number of Cleveland social agencies recently have acquired new facilities. These include: a new nurses' home at the Salvation Army Booth Memorial Home, a new industrial building for the Society for the Blind, and one for the Association for Crippled and Disabled as the result of a bequest by the late Metelene Wickwire; a new warm-water pool for paralysis treatment at the latter association, by a grant from the Beaumont Charities Trust; a Community Service Building which provides a new home for fifteen community fund agencies, through a bequest to several agencies by the late Mrs. Mariett L. Huntington.



As Bostonian as the traditions of Beacon Hill, where it was built in the early nineteenth century, and preserving the charm of that period, is the new home of the Boston Family Welfare Association, at 10 Derne Street, recent gift of "a friend." The society for many years—of late very crowded ones—carried on its work at 43 Hawkins Street, but now leaves that building to the manifold uses of public welfare agencies.

The National Probation Association, recognizing the growing importance of the far West in criminology, has announced that it will establish a western branch office at San Francisco, the first branch in the association's thirty years of existence. Eleven western states will be included in the new division to be directed by Ralph G. Wales, executive secretary of the Protective Service Bureau of Buffalo, N. Y. . . . The Travelers Aid Society of New York reports an increase of nearly 10 percent in the number of persons assisted in 1937 over 1936—the 1937 total being over 52,000. . . . The Charity Organization Society of New York has changed the name of its Bureau of Advice and Information to Contributors Information Bureau. The change is in the interest of accuracy, says the society, citing requests for increasingly irrelevant information—from matrimonial advice to where to get a social security number tatooed. The bureau is directed by Rudolph T. Danstedt, until recently assistant director of the Family Welfare Society of Queens. Evelyn Bevier, former secretary, remains as his associate.

Westward Ho—Bertha C. Reynolds has resigned from the Smith College School of Social Work and next fall will join the faculty of Washington University, St. Louis, to give a course in supervision in the George Warren Brown department of social work, Frank J. Bruno, director. Writes Mr. Bruno: "Miss Reynolds' group will be limited to twenty persons who have completed two years in a school of social work, selected from among the younger graduates who have had or are ready to have supervisory experience. She hopes that the group will include representatives of public as well as private social work, rural as well as urban, and group as well as case work. While applications for the course will be accepted freely, the choice of the twenty best fitted to take it will be made carefully."

The course will run through the academic year, September 29, 1938 to June 2, 1939, and registration for one semester only will not be accepted. It will carry twelve semester units of credit. Supporting courses in psychiatry, advanced case work and research will enable students to complete their full time curriculum.

In Print—A notable addition to the slender literature available on supervisory methods and procedures in case work in a large public family service agency, is a study hammered out on the anvil of experience by a committee in the family service division of the Chicago Relief Administration, 222 West North Bank Drive. This committee and its subcommittees, headed by Clara Paul Paige, director of the division, and made up largely of staff, has been at work on the project off and on for three years or so. The report, complete with samples of record blanks, deals with methods developed and tested as routines whereby a large volume of work may be handled effectively. The scope of the study is indicated by the titles of its chapter headings: Standards for the Case Worker; Organization of the Day's Work by the

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Supervising Case Worker; Routine and Mechanical Procedures and Devices; Use of the Group in Supervision; Personnel Files and Evaluation Reports on Staff; A District Office Library; Training Plan for New Junior Emergency Workers. (Supervision: Some Devices and Methods Used by the Family Service Division of the Chicago Relief Administration, 43 pp. mimeographed. Price 25 cents.

People and Things

LOULA F. DUNN, lately on the field staff of the Social Security Board and before that with the Federal Emergency Relief Administration, has been appointed commissioner of public welfare of Alabama, her home state. Since her appointment Miss Dunn has been made a member of the advisory committee of the child welfare division of the U.S. Children's Bureau and of the board of the Child Welfare League of America, connections hailed by the child welfare workers of Alabama as most encouraging for their program. In a recent letter to *Survey Midmonthly* Miss Dunn expressed particular zest for her new job because "Alabama, with its present legal and financial machinery, has the setting for a really sound public welfare program."

Turnover—Eleanor W. Mumford, R.N., has left the assistant directorship of the National Organization for Public Health Nursing to become associate for nursing activities with the National Society for Prevention of Blindness. She succeeds Francia Baird Crocker, R.N., now Mrs. Francis J. Carr. . . . The Nurse Placement Service, Chicago, has announced the appointment of Anna L. Tittman from the Joint Vocational Service, New York, as executive director, succeeding Adda Eldridge, R.N., recently resigned.

Albert B. Stoneman, for fifteen years general secretary of the Michigan Children's Aid Society and more recently headworker of South End House, Boston, has been chosen executive secretary of the Children's Home and Aid Society of Wisconsin. . . . Miriam Steep has resigned as secretary of the sections on health administration and health education of the New York City Welfare Council. . . . Fannie B. Shaw, who has been secretary of school health education on the staff of the National Tuberculosis Association resigned recently to return to her native state of Georgia as director of a new bureau of health education for the State Department of Health. Holland Hudson, from the Hamilton County Tuberculosis Sanatorium of Cincinnati, Ohio, has joined the NTA staff in charge of the national rehabilitation program.

Honors—The 1937 Roll of Honor, published by *The Living Church,* organ of the Protestant Episcopal denomination, includes Mrs. John M. Glenn, cited for her "distinguished services as president of the Church Mission of Help and in the Family Welfare Association of America," as well as for her "many worthwhile contributions to the cause of Christian social service."

William Edwin Hall, president of the Boys' Clubs of America since 1916, was given the award of "club of champions" by the Catholic Youth Organization at a recent dinner. The citation recognized Mr. Hall for his "service and devotion to the cause of youth."

The Gimbel award, given annually to Philadelphia's "outstanding woman of the year," was presented for 1937 to Mrs. Robert R. P. Bradford, seventy-two-year-old social worker, who fifty-one years ago founded The Lighthouse, a community organization for mill workers. The award carries with it a check for $1000.

Stanley M. Isaacs, borough president of Manhattan and president of the United Neighborhood Houses of New York, received from the Neighborhood House of the Brooklyn, N. Y. Philanthropic League its annual gold medal award for his work in behalf of the city's settlement houses.

New Jobs—Eula B. Stokely has been appointed director of Volunteer Special Services for the midwestern area of the American Red Cross. Since 1918 she has been on the staff of the St. Louis branch office. . . . Anne Camacho, lately of the supervisory staff of the New York City Emergency Relief Bureau, is now supervisor of child welfare services for Morris County, N. J. . . . Margaret Woll, who last summer became director of field activities for the Kentucky State Department of Public Welfare, is taking six months leave to study at the School of Social Service Administration, Chicago, after which she will return to Kentucky as director of in-service training.

Colonel J. H. Bigley, at one time deputy director of the late New Jersey Emergency Relief Administration, has been given the new post of director of the Brooklyn, N. Y. chapter of the American Red Cross. Julia Holder, who has been executive secretary, becomes assistant director. . . . The Rev. Hugh Chamberlin Burr of Detroit is the new executive secretary of the Federation of Churches of Rochester and Monroe County, N. Y.

Florence Kelley, who carries the name of her distinguished grandmother, the late Florence Kelley, recently was appointed to the staff of District Attorney Thomas E. Dewey of New York as law assistant. A graduate of Smith College and of Yale University Law School, Miss Kelley has been a juvenile court social worker. The only other woman on Mr. Dewey's legal staff is Eunice Carter, Negro, who works in the abandonment bureau, the indictment bureau and the court of special sessions.

Bart Andress has been appointed director of publicity and finance for the Child Study Association of America, duties which he adds to his work for the Ethical Culture movement and schools.

USHA Personnel—J. A. Latimer has been appointed assistant to the administrator, United States Housing Authority, with Warren Vinton acting chief of project review, Jacob L. Crane, acting director of project planning division and A. C. Shire, acting director of technical divison—the last three well known to housers. M. Farmer Murphy heads the Bureau of Informaton, assisted by Tyrrel Krum as director of press service and Ernest M. Culligan, director of a speakers' bureau.

London News—American social workers who have visited the London Charity Organization Society almost any time during the past thirty-odd years will be interested to hear of the retirement from active service of Hilda M. Kelly, whose forceful and salty personality impressed everyone who encountered her. . . . Another message from London tells of the death of William Edwin Hincks, well remembered in this country as one of the representatives of the London COS at the conference on family life held in Buffalo in 1927 on the occasion of the fiftieth anniversary of the COS in America.

Concerning M.D.s—Dr. Thomas E. Morgan of Florida, has been appointed as a regional medical consultant on the staff of the U. S. Children's Bureau, succeeding Dr. A. L. Van Horn. Dr. Morgan's duties will concern administration of maternal and child health services and services for crippled children under the social security act. Dr. Van Horn is now assistant director of the crippled children's division.

Dr. Jules V. Coleman, formerly of Grasslands Hospital, Westchester County, N. Y., is now resident psychiatrist at the Hebrew Sheltering Guardian Society of New York. Nathaniel Held heads the school which is in Pleasantville, N. Y. . . . Dr. H. Jackson Davis recently was appointed chief medical officer on the staff of the New York State Department of Welfare. For six years he was the liaison officer between the department, the FERA, WPA, and other emergency relief and public health agencies.

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Readers Write

"That Which Is"

To the Editor: May I invite the suggestions of your readers to an area of social work which at present appears confused and undirected.

Today public welfare and social work administrators may well ask what is social work publicity. That little Johnny, aged thirteen, shot himself in order that his starving mother and siblings might have more to eat is not the fuel upon which reader interest can be motivated toward constructive social action. The real tragedy is not Johnny's heroic but foolish death. Those factors in our community which breed a situation making Johnny's unfortunate death "reader news," are the real tragedy. Human welfare should not be an individual headline story, but the "financial page report" of the well-being of our nation from bottom to top and all around.

Historically, this suggested approach seems sound. Dorothea Dix's terse, frill-free Memorials, in which she enumerated simply what she saw, served as a singularly potent weapon in her successful fight against the then barbaric handling of the mentally ill. On the other hand, the "human-interest" appeal of Harriet Beecher Stowe's Uncle Tom's Cabin claims the fame of flaming an already confused nation into war.

Right now John Q. Public needs to understand "that which is" in connection with social work. "Dog-collar tags," "The Hundred Neediest Cases," and little Johnny's suicide obviously do not clear away the present muddled misunderstanding of social service. We must forget the fallacy of "human-interest," and as social workers, newspapermen and publicists, learn to report intelligibly the facts upon which the public can do some solid thinking. The challenge is to master the art of making public information public.

Carl B. Flaxman
Chicago Relief Administration

Two-Way Rights

To the Editor: The right of the individual to exchange his goods or his services with any other individual as he sees fit is as fundamental and inalienable as the right to live. The right to work is but a phase of this right to exchange services for goods. The right to employ workers is another phase of the same right. Neither of these phases should be abridged by arbitrary means or procedure.

If we concede the right of the worker to quit work when he wants to, we must concede the right of the employer to quit operating, to shut up his shop or his plant when he sees fit. If we concede the right of the worker to work for whom he pleases, we must also concede the right of the employer to employ whom he pleases. The right of the worker to strike is no more inalienable than the right of the employer to close his shop.

If the worker has a vested interest in his job, then the employer has a vested interest in the workman's services; for both are parties to an exchange operation. If the worker has a vested interest in his job, then the customer at the store has a vested interest in the store from which he buys his supplies. If the customer has a vested interest in the store, then the storekeeper has a vested interest in the property of the customer; for both are parties to an exchange of goods or an equivalent.

In the end we must realize that there are two parties to an exchange of goods and services. What we concede to one party, we must concede to the other.

Jefferson City, Mo. R. C. Barnett

Here to Stay

To the Editor: With one fell swoop of his totalitarian pen, Mayor Frank ("I am the law") Hague of Jersey City would fain abolish juvenile courts in his state. Such a proposal naturally is alarming to the National Probation Association, interested as it is in the protection of children from police and criminal procedure.

For courts and correctional institutions for children, Mayor Hague would substitute the Bureau of Special Service, which he established in Jersey City in 1931. This bureau seeks to coordinate the work of the public schools and the police department. Directed by Thomas W. Hopkins, assistant superintendent in charge of compulsory education, it deals with school attendance cases and also, in the first instance, with all children arrested by the police. Although the mayor says that policemen cannot "lay a finger" on alleged delinquent boys, the unit of the Jersey City bureau which deals with such boys at present is staffed largely by police.

We believe that the Bureau of Special Service has great possibilities for good in dealing with school cases and in adjusting minor delinquencies that do not need the authority and the thorough case work treatment which only a well equipped children's court is capable of giving. But such a bureau cannot take the place of the court.

As a matter of fact, whether Mayor Hague likes it or not, children's or juvenile courts have come to stay as an implement for the protection of children from police and criminal court handling. But juvenile courts must be equipped to give thorough individual treatment through humane judges, clinics and probation staffs, trained and equipped to deal with children. When so equipped, juvenile courts play a leading role in the prevention of crime.

In opposition to Mayor Hague's diatribe against children's courts, we need only to point out that such courts are to be found in forty-seven states. If Mayor Hague is right, the legislatures of forty-seven American commonwealths are wrong. If Mayor Hague is right, then the best penological and criminological thought in the United States is wrong. If Mayor Hague is right, the nation's leading psychologists and humanitarians are wrong.

Executive director Charles L. Chute
National Probation Association

Children of Spain

To the Editor: The Social Workers Committee to Aid Spanish Democracy has had a recent cable from the Children's Commission in Paris urgently appealing for immediate funds for the purchase of milk for the children of Madrid. According to the cable, the Ministry of Public Health of Spain reports that the health and lives of thousands of babies in Madrid are seriously endangered unless friends of other countries come to their help at once. The social workers committee, which contributed the sum of $600 during December for relief to Spain's children, authorized part of that contribution to be used for one ton of powdered milk. It also allocated $262 to the Ethel Taylor Memorial Home for refugee children in Spain, which the New York chapter of the committee is supporting.

A recent international conference in Paris, attended by representatives of relief committees in seventeen countries, laid plans for intensifying a world-wide campaign for aid to Spain's children. The social workers committee was represented by Constance Kyle who heads a committee to coordinate all relief groups operating in Spain, its purpose to assure the most efficient and purposeful collaboration in the interests of the children.

All inquiries and funds to the social workers committee should be addressed to the national office, 381 Fourth Avenue, New York City.

Executive secretary Jan B. Chakin
Social Workers Committee to Aid Spanish Democracy

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Conference Travelers' Notebook

THOSE who attend the sixty-fifth National Conference of Social Work, meeting in Seattle June 26 to July 2, will have a chance to enjoy some of the most spectacular scenery the country affords, to explore two of the great national parks—Glacier and Yellowstone—and to visit the Grand Coulee Dam, one of the engineering feats of the Power Age.

Seattle itself is the industrial, commercial and transportation center of the Pacific Northwest. In the eighty-six years since it was founded as a trading post in the wilderness it has grown to a metropolis of more than 400,000 inhabitants. Located on Puget Sound, the largest inland sea in the world, lying between the Cascade and the Olympic mountains, Seattle is the biggest city in the northwestern corner of the United States. With its great natural harbor and its position as the American port nearest the Orient and Alaska, it inevitably has become a transportation center.

A fleet of passenger and freight ships plies regularly between Seattle and Alaska; each summer thousands of passengers are carried to the Territory, which is increasingly popular as a colorful and "different" vacation land. The city is also the terminal of four transcontinental railroads, and of four airlines.

For motorists, two broad cement highways lead south, crossing Oregon and running the length of California and over the Mexican border. One route lies along the rugged, scenic coast line, the other through the fragrant agricultural valleys of these three fruit-growing states.

Those who wish to travel south from Seattle after the conference can reach San Francisco in two and a half days by boat, forty-two hours by motor coach, about twenty-eight hours by automobile, twenty-seven hours by train, seven hours by plane.

For those who want to get better acquainted with the Pacific Northwest, there is what is known locally as the "evergreen playland" of Oregon, Washington and British Columbia. This is an area of snow-capped peaks, of numerous cool, deep lakes, of swiftly flowing mountain streams. The "playland" offers many vacation facilities, including golf, fishing, hunting, swimming, boating, hiking, and camping trips in the mountains.

The area includes a number of noted cities. Tacoma, Washington, is both a shipping and an industrial center. Garden enthusiasts will feel a special interest in Portland, Ore., "the city of roses." Over the line in British Columbia are Vancouver and Victoria. Vancouver has on its outskirts a thousand-acre forest preserve, Stanley Park. Victoria is situated across the Strait on Vancouver Island. With its tranquil parks and squares, its pleasant homes and clubs and orderly life, Victoria seems a transplanted bit of Old England.

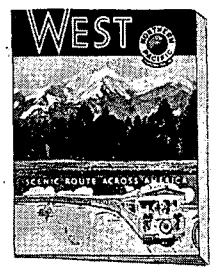
To the east of Seattle, over the Cascade Mountains, lies agricultural Washington. The conference visitor, homeward bound by car, bus, train or plane will view the Yakima Valley, famous for its apple orchards, and other fertile farming valleys between the mountain ranges.

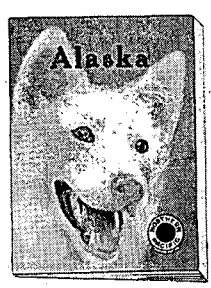
The Grand Coulee Dam, Yellowstone or Glacier Park may be visited en route to Seattle or on the way home. The dam, ninety miles west of Spokane, is being built by the U.S. Bureau of Reclamation. It is the greatest structure man has yet reared, and will furnish water and power for an area of more than a million acres. It is the key dam in a series of ten on which a vast regional plan depends [see *Survey Graphic,* October 1936, page 468].

For

SUMMER TRAVELERS

West—





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GOING TO SEATTLE CONVENTION?

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Book Reviews

A "Must," Says Miss Bailey

THE PUBLIC ASSISTANCE WORKER, edited by Russell H. Kurtz. Russell Sage Foundation. 224 pp. Price $1 postpaid of *Survey Midmonthly*.

NOW comes to join the "must" books of social work this not-so-slim little volume with the dignified dress in which the Russell Sage Foundation invariably clothes its typographical children. Here, in half a dozen chapters, as simple as they are authoritative, is the clear statement of what public assistance as we know it is all about, what it grew from, what it encompasses and what it takes to do the job of making it effective.

The idea for such a book came to its editor, Russell H. Kurtz, last spring at the National Conference of Social Work in Indianapolis. He observed people as they came and went at the various book exhibits, noted what they asked for, and listened to the more-often-than-not answer. "No, there isn't any one book that tells the story. You'll have to read this for that and that for this, and these for something else again." He watched these people thumbing through the proposed volumes, some of them pretty tome-ish, saw them do a little mental arithmetic on the prices and then turn away, vaguely frustrated.

Along toward the end of the conference he buttonholed a friend who turns out to be his reviewer.

"Listen, Miss Bailey. Somebody ought to do a book; a book that would be easy to read, that would not be a history of social work, or a treatise on its techniques, or a preachment of anybody's philosophy; but just the simple story of what everybody ought to know who has any part in this business of public assistance. Gosh, how these people want it. Yes'm, somebody ought to do a book, and a book that could be sold for a dollar."

"Somebody?" answered the friend who turns out to be his reviewer. "Why not you?"

And he did, he and his collaborators, and the book is coming from the presses as this is written and its price is a dollar.

This "simple story" consists of six parts, and several pages of reading references. In Public Assistance in the United States, Arthur Dunham delineates "the whole sweep" of the beginnings of public aid, the rise of category relief and the arguments for and against it, relief during the depression, the present scene as it shapes itself under the social security act and finally the problems of policy and administration as they emerge from a period of sudden change.

In the section Who Shall Be Granted Public Aid? How Much? In What Form? Donald S. Howard examines the various definitions of eligibility, of need, and of "character," the policies of work relief, direct relief, cash and "in kind," and illuminates the tortuous process of determining "budget deficiency."

In the section Dealing With People in Need, Margaret Rich, in language clear to the merest tyro, illuminates the approach to the person in need, be he an unemployed man, an old woman alone, a child in his own home, or a blind person, and the process by which he is treated in his own setting as an individual human being, even as you and I.

In the section Problems of Health and Medical Care, Dora Goldstine urges worker awareness to the implications of such problems and outlines desirable teamwork between public assistance worker, doctor, nurse, hospital and all public and private health agencies. One could wish that all areas of the country were supplied with the facilities that are discussed. Unhappily in many communities the question of "selection and use of resources" is purely academic—there aren't any.

In Tying In With the Community, Gertrude Vaile takes a look at the relationships of various branches of public assistance administration, their setting in public opinion and community life, and how this all conditions the day-to-day task of the workers, especially in rural areas. Here is good realistic "down at the grass roots" reasoning and discussion.

Finally Mr. Kurtz himself writes of Public Assistance and Social Work, the development and application of professional principles and practices to the job at hand. He discusses professional education, in-service training, self-education by home study of "the literature of the job," and the status and security of the worker, including the merit system and, briefly, affiliation with the trade union movement.

To this reviewer, prejudiced perhaps because she egged Mr. Kurtz on to pursue his Indianapolis-born idea, it seems that in this book he, his collaborators and "the Sage" have given to everyone concerned with making public assistance work, from top flight officials and board members down through all ranks to the newest staff recruit, the best dollar's worth they've had in a long, long time.

"MISS BAILEY"

Old Age Miscellany

THE SPAN OF LIFE, by William Marias Malisoff. Lippincott. 339 pp. Price $2.50 postpaid of *Survey Midmonthly*.

IF this is the end product of the philosophy of science, then science needs a deal of saving. Here we have from the hands of a graduate philosopher, a book intended for critical information. Mr. Malisoff gives the impression of an armchair secretary who has assiduously collected topical items on old age from Adam to Carrel, and even including the latest Sunday supplement. The book lacks order or a rational thread of sequence in dealing with a subject which, to the end, the author fails to define. He offers suggestive references in abundance and much commentary, but never opinions, critical analysis, or preference as to one of several obvious deductions. In 328 pages split into forty-three chapters, innumerable authors are referred to as familiar personalities and often quoted extensively, but without discrimination as to the relative worth of contradictory evidence.

Assimilation by the author has apparently been gluttonous but digestion and elimination faulty. One comes to the conclusion that this is a scientist's example of what no scientist will accept as scientific method. The collecting of items and distributing them under index cards must have been good fun, but the value remains the author's rather than the reader's. Throughout, he serves his abundant repast with unction but he seems not to partake of the feast, nor add a dessert of his own creation. Dippings into Authors on Old Age would have been a more revealing title.

Utopian decalogic proposals close the subject à la Carrel, without a word of suggestion as to the work or the workers, for the universal front to save human life. Truly not a book for students, workers, physicians, statisticians, or it seems to me, for philosophers of sorts, or for casual readers.

New York HAVEN EMERSON, M.D.

Hope Out of Failure

THE SHARECROPPER, by Charlie May Simon. Illustrated with woodcuts by Howard Simon. Dutton. 247 pp. Price $2.50 postpaid of *Survey Midmonthly*.

MUCH has been written in recent years about the southern sharecroppers. Their condition of economic servitude, producing as it does a dismally low standard of living, is—or should be—a national scandal. While the present federal administration has recognized the existence of the problem, nothing definite in the way of a solution has been offered. Until something is done to alleviate these conditions, this country should not be permitted to forget that a sizeable portion of its population is living in extreme poverty.

To this end, The Sharecropper, a first novel by a well-known author of children's stories, is particularly welcome. One should hasten to add that it is not merely as a preachment that the book has worth. It has the charm of a moving, human story, simply and effectively told.

This is the story of Bill Bradley and his wife Donie, children of sharecroppers and sharecroppers themselves.

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Theirs is a struggle to lift themselves above the common level—Bill wants a mule of his own, and Donie a house with a garden and flowers. Their failure is the failure common to all of their kind, caused by devotion to one crop farming, an iniquitous system of tenantry, and, at times, the capriciousness of Old Man River. Failure piles on failure but unlike many others who become resigned to their fate and merely endure, Bill and Donie cling to a hope that in time their lot will improve.

"And Bill wondered, as he looked at his children, just what the future held for them . . . Somehow, as he sat there, he felt that his own young ones would have a better life than he and Donie or their parents had had. There would come a change, he knew, though he might not live to see it himself, and it would be possible for them to have land of their own."

It is on this note of hopefulness that the book ends. It suggests no solution, but it does serve a useful purpose by directing attention to a condition that desperately needs correction.

Chattanooga, Tenn. CECIL HOLLAND

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Dubious Thrift

INDUSTRIAL ASSURANCE: BRITISH INSURANCES. An Historical and Critical Study by Sir Arnold Wilson, M.P. and Prof. Hermann Levy. Oxford University Press. 519 pp. Price $7 postpaid of *Survey Midmonthly.*

THIS scathing indictment of British industrial insurance methods and results surveys the business from its origin to the present time and conveys the impression that the high lapse rate and constant pressure of agents for new business condemn it as an ill-advised method of thrift. This, although the number of policies in the United Kingdom is about eighty million, representing some eighteen million persons insured. Attention is directed to the decline in the industrial insurance expense ratio from about 50 percent in 1900 to between 25 percent and 30 percent at present. This is contrasted with the ratio of 5.4 percent given for old age pensions; of 6.8 percent for unemployment insurance and the average proportion of 21.8 percent of recent years, for National Health Insurance.

Part I, concerning the origin and social development of industrial insurance in England, shows its major underlying purpose to be sufficient death benefits to meet burial and general funeral expenses. Reference is made to the exclusion of death benefits in the National Health Insurance scheme in response to pressure from the companies and the collecting Friendly Societies. All the evidence in this section is drawn from the so-called Cohen report published in July 1933 and now practically inaccessible, which concerns a recent parliamentary investigation of industrial insurance in England.

The second section of the book concerns the relationship between the insured and the insurers with extended observations on funeral benefits, particularly on the issue of illegal policies on the life of another, or without any insurable interest. This practice, for practical purposes, has no parallel here.

The final section, on organization and finance, includes amalgamations, financial power, the relation of industrial insurance to the state and the functions of the industrial insurance commissioner, a position unknown in this country since life insurance is not a matter of federal legislation. The authors strongly favor having the state assume entire control of industrial insurance, subject to compensation of stockholders or their proprietary interests. They are also of the opinion that the weekly cost of industrial insurance under the state system would be about half that payable under the system now in vogue. They conclude that "industrial assurance, i. e. the payment of burial money, should be a responsibility of the state and should be made a statutory benefit payable in respect of all persons covered by National Health Insurance schemes," and that "there is no question of creating a new organization for the purpose: the machinery of National Health Insurance lies ready to hand and can easily be extended, in Britain as elsewhere, to cover funeral benefit, the administration of which would involve less technical difficulties than sickness benefit."

The book omits much which should have been said in behalf of the companies who are faced by a situation calling constantly for a practical understanding of social needs. Attention should have been drawn, also, to the growth of ordinary insurance on the part of industrial policyholders, indicating that this is a valuable lesson in systematic saving habits. However, the book is well written and contains much interesting matter for the student of life insurance elsewhere than in Great Britain.

FREDERICK L. HOFFMAN

Philadelphia, Pa.

The Junior Republic

THE ADULT-MINOR, by William R. George. Appleton-Century. 192 pp. Price $2 postpaid of *Survey Midmonthly.*

THIS book, completed just before "Daddy" George's death, reaffirms his faith in the purposes and methods of the George Junior Republic which he founded at Freeville, N.Y. at the turn of the century, and suggests an adaptation of its philosophy to groups beyond the confines of an institution.

In brief, he urges that "junior citizens" (between the ages of sixteen and twenty-one) be given practical responsibilities in the community, notably as understudies or as assistants to public officials, and describes how the plan was worked out on a small scale in two New York towns some twenty-five years ago. An up-to-date picture of the Junior Republics of today and some evaluation of the growth of student government movements would have been a useful inclusion.

With the author's insistence that the education of youth should include practical experience in the mechanics of gov-

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ernment and with most of his philosophy of student government, there can be little or no disagreement. When it comes to how such things can be taught most effectively, there is ample room for disagreement. Many have objected, for example, to what they felt was a too literal and comprehensive application by "Daddy" George of this self-government philosophy—particularly where children are concerned, they argue, flexibility rather than rigidity must prevail if a concept is to find a permanent place in the scheme of things, and the same practices and procedures cannot apply successfully to different situations.

In the nature of things, a man of such intensive singleness of purpose as the author, whose whole life was devoted to the pursuit of a single idea, must have experienced bitter disappointments. For the difficulty with a single idea is that it *is* a single idea, and we live in a world where ideas like human beings grow best in the company of others The world has yet to discover a combination more productive than an able man in possession of a great idea. But it has also learned, I believe, that an idea, no matter how great, when in full possession of a man may result in frustration and mediocrity rather than high attainment.

As a general review of the Junior Republic plan and as the last document of a unique American, this book is well worth reading. His intimates and the thousands who knew him in their youth will agree that it reflects the warmth and geniality of "Daddy" George and his deep concern that young people should know by experience both the meaning and the practice of good citizenship.

LEONARD P. MAYO
Welfare Council of New York City

Why People Die

TWENTY-FIVE YEARS OF HEALTH PROGRESS, by Louis I. Dublin and Alfred J. Lotka. Metropolitan Life Insurance Company. 611 pp. Complimentary to interested organizations.

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RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, Director; 130 E. 22nd St., New York. Departments: Charity Organization, Delinquency and Penology, Industrial Studies, Library, Recreation, Remedial Loans, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

THE PAMPHLET SHELF

Health

BULLETIN OF THE HEALTH ORGANIZATION OF THE LEAGUE OF NATIONS. Vol. 6, No. 3, June 1937. Price 65 cents from Columbia University Press, New York.

In two sections: a report on popular nutrition in Chile, by Prof. C. Dragoni and Dr. Et. Burnet; The Milk Problem, a critical study of its nutritional, hygienic, economic and social aspects, by G. J. Blink and Drs. H. C. Bendixen, J. C. Drummond, A. M. Leroy, G. S. Wilson.

SOCIAL HYGIENE AND THE PUBLIC MIND, by David Resnick. Price 10 cents from the American Social Hygiene Association, 50 West 50 Street, New York.

Some recent developments in public education with suggestions for a practical community program.

GROUP HOSPITALIZATION, A REPORT OF EXPERIENCES, prepared by the Bureau of Medical Economics, American Medical Association. From the association, 535 North Dearborn Street, Chicago.

Report of a thorough study of the group hospitalization movement, its development and experience in administration and practice, together with some evaluation and discussion, and a set of principles on the subject adopted by the association's house of delegates.

PUBLIC HEALTH ORGANIZATION, by Mrs. George Howard Hoxie. National League of Women Voters. 51 pp. Price 25 cents from the league, 726 Jackson Place, Washington, D. C.

A pamphlet designed "to outline for the lay person the simple facts which he must know about preventive medicine and health department organization and administration in order to be able to appraise the work of his state and local health departments; and when necessary to use his influence for their improvement." A mimeographed outline for study of public health departments also is available.

A NEW DAY DAWNS FOR BIRTH CONTROL. CONCLUDING REPORT OF THE NATIONAL COMMITTEE ON FEDERAL LEGISLATION FOR BIRTH CONTROL, 17 West 16 Street, New York.

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Public Policy Bulletins, by the Twentieth Century Fund. Price 5 cents each from the fund, 330 West 42 Street, New York.

This series of popular leaflets presents in brief digest some basic findings and recommendations of research committees of the fund.

THE COMMODITY DOLLAR, by Harry D. Gideonse. University of Chicago Press, Public Policy Pamphlet No. 26. 22 pp. Price 25 cents from the press, Chicago, Ill.

A discussion of questions and possibilities in internal commodity price stability by way of a managed currency.

HOW THE NATIONAL INCOME IS DIVIDED, by Albert G. Hart. University of Chicago Press. Public Policy Pamphlet No. 23. Price 25 cents direct from the publisher.

A summary and interpretation for the general reader of recent statistical studies on distribution of the national income.

AMERICA—WAR OR PEACE, by Alfred Schmalz. Council for Social Action of the Congregational and Christian Churches. 31 pp. Price 10 cents a copy, less in quantity, from the council, 289 Fourth Avenue, New York.

Why and how do peace loving people go to war and are we helpless to do anything about it, the author asks, and proceeds to a realistic consideration of peace and its possibilities and problems.

WAR LOSSES TO A NEUTRAL, by Eugene Staley. League of Nations Association. 78 pp. Price 25 cents from the association, 8 West 40 Street, New York.

Subtitled, "an analysis of the cost to the United States of cash and carry neutrality embargoes, economic sanctions and other policies in the Far Eastern conflict."

Professional

PUBLIC WELFARE ADMINISTRATION: Integration or Separation, by Ellen C. Potter, M.D. Reprinted from the *Social Service Review*. Copies from the author, Department of Institutions and Agencies, Trenton, N. J.

A discussion of the place of public welfare institutions in the future of public welfare administration in the United States, and of the danger that with all the current emphasis on the categories, the institutions will be side-tracked in terms of planning.

THE CASE WORKER INTERPRETS. Social Work Publicity Council. 16 pp. Price 25 cents from the council, 130 East 22 Street, New York.

A collection of "chapters from experience" for the guidance of case workers and others who must add publicity to their other jobs.

STUDY OF SOCIAL CONDITIONS, 1936, by the Council of Social Agencies, 230 East Forsyth Street, Jacksonville, Fla. 45 pp. Order from the council.

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